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ABSTRACT

The four issues of "Trustee Quarterly" contained in this document focus on topics of current concern to community college trustees. The winter 1993 issue offers articles on the prospects for educational reform under the Clinton administration and the current Congress, strategies for obtaining needed resources from the state legislature, and the relationship between college Chief Executive Officers and Boards of Trustees. Articles in the spring 1993 issue address the importance of trustee commitment to winning passage of community college bond referenda and the role of community colleges in the global economy, citing the experiences of Southwestern College, in Chula Vista, California, with the North American Free Trade Agreement. The summer 1993 issue features articles on the role of college trustees in state-level lobbying and the historical roots of community colleges, tracing the history of higher education from its beginnings in the trade guilds of medieval Europe to contemporary institutions. Finally, the fall 1993 issue deals with the relationship between community colleges and the federal government and includes articles on the role of trustees in federal advocacy, ways to demonstrate the importance of community colleges to legislators, the success of Wake Technical College, in North Carolina, and Illinois Central with their congressional representatives, what to include in a legislator's visit to a community college, the Association of Community College Trustees legislative hotline network participation form, and Federal Student Financial Aid and Employee Educational Assistance/Job Training survey forms. (MAB)

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TRUSTEE QUARTERLY

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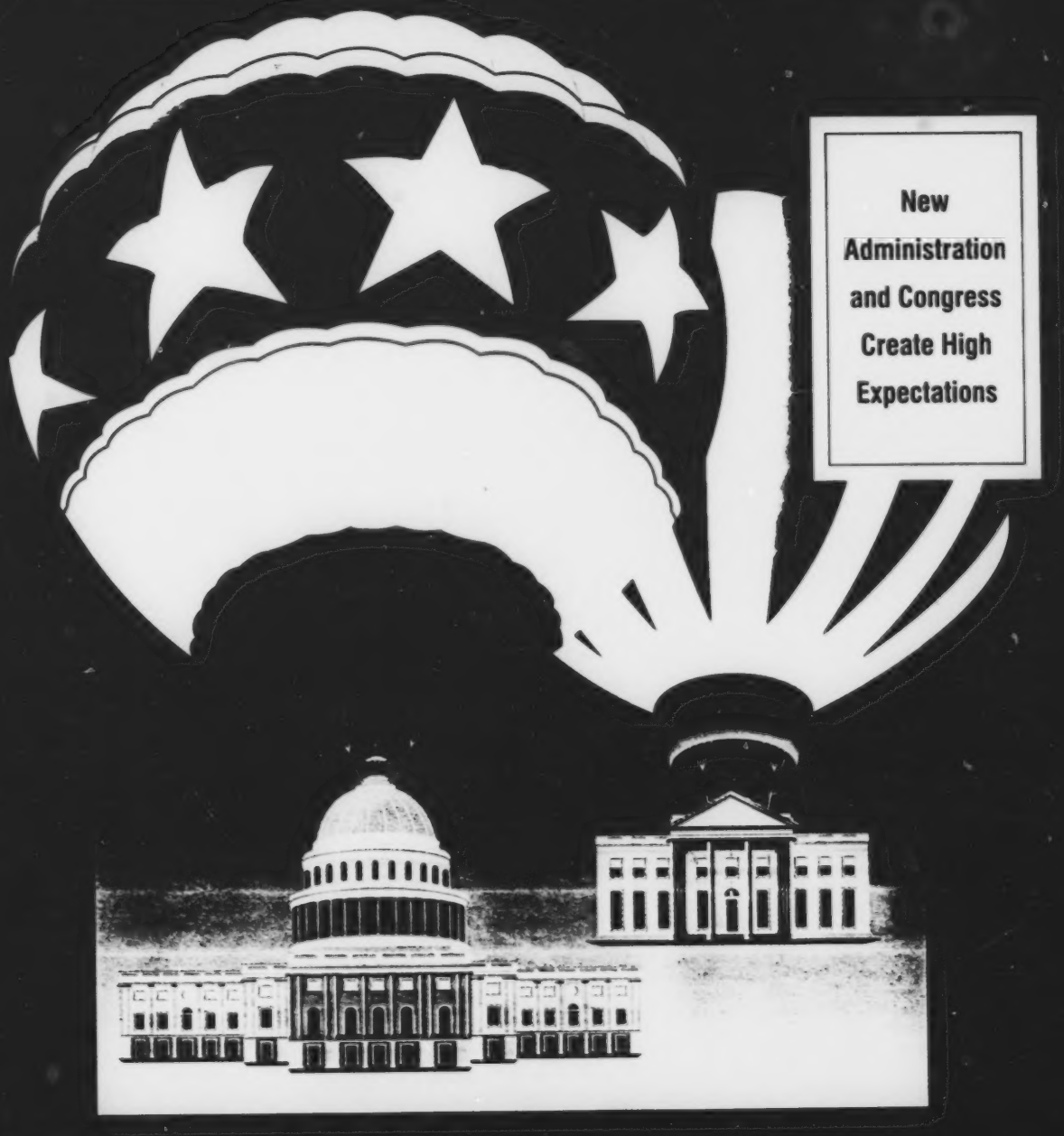

New Administration and Congress Create High Expectations

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FEATURE

New Administration and Congress Create High Expectations

by Charles E. Cook, Jr., and Elizabeth Wilner

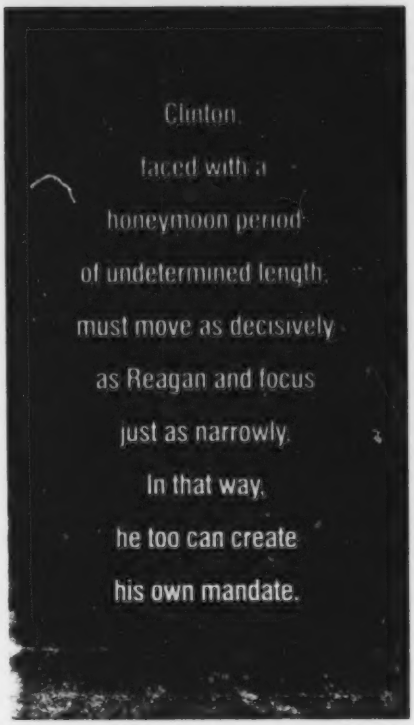
Ever since Arkansas Gov. Bill Clinton won the Presidential race with just 43 percent of the popular vote, there has been much debate over whether Clinton secured a "mandate," an emphatic authorization to govern by the American voters. Clinton may be very different both ideologically and generationally from former President Ronald Reagan, who won election in 1980 with just 51 percent of the vote, but he has landed in a very similar situation. Neither Clinton's nor Reagan's elections were actually mandates for them so much as they were rejections of the Administrations they succeeded. In Clinton's case especially, his victory was a rejection of an Administration seemingly more attuned to events abroad than at home, in favor of a challenger whose proven strengths are entirely domestic, mainly job creation and education.

The 51 percent Reagan garnered for his 1980 victory was technically a majority but hardly an enthusiastic one. With 49 percent of the vote going to President Jimmy Carter and Independent candidate John Anderson (Carter receiving 41 percent, Anderson 8 percent), the 1980 election was not a Reagan mandate but a rejection of the Democratic Party in general and Carter in particular. Democrats lost not only the White House but 12 Senate seats and 34 House seats to boot. While 59 percent of voters cast their ballots for change, i.e., for Reagan or Anderson, the upshot is that those wanting Reagan's particular brand of change numbered only 51 percent.

Charles E. Cook is editor of The Cook Political Report, *which analyzes political trends and U.S. elections for corporate, trade association, labor union, governmental, and private subscribers. He is president of Cook & Company, a Washington-based political analysis firm. He also writes a twice-weekly political column in* Roll Call, *the newspaper of Capitol Hill. Elizabeth Wilner covers Senate races for* The Cook Political Report.

The 1992 election was also a rejection, not of the entire Republican Party—which actually gained 10 seats in the House and held the Democrats to their pre-election 57-43 advantage in the Senate—but a rejection of President George Bush, who was seen by voters as too absorbed in foreign affairs and inattentive to mounting domestic problems.

Looking back, a Gallup poll conducted at the end of the Persian Gulf War showed Bush's job approval rating at a whopping 89 percent. (The last president to score that high was Harry Truman, just after Germany's surrender in 1945.) The Democrats at that point were in deep enough trouble that some suggested not even fielding a 1992 Presidential candidate, while others worried that the party could get less than 25 percent of the vote in the 1992 Presidential election, thereby losing full federal matching funds for the 1996 contest. Things looked that bad.



However, as the Bush Administration handled matters abroad and at home, it became clear that foreign policy successes, especially the Gulf War, were bolstering the President's job approval rating, and that whenever public attention shifted to domestic matters, his rating sank. Consequently, when voters turned their full attention homeward, which the end of both the Persian Gulf War and the Cold War allowed them to do, the President faced serious trouble.

With his approval rating nearing 90 percent on the heels of the Gulf War, Bush had a 60- to 90-day opportunity to ram a wide array of domestic initiatives down the throats of Congress with Democrats, still nursing their wounds, hardly able to say "no." Instead, the President passed on the chance and let Congress and the Democrats up off the mat. The self-styled "Education and Environmental President" was hardly effective in implementing real change.

Compounding Bush's lack of progress on the homefront was a growing concern of many voters that the economy was softening and a recession imminent, while the White House continued to chime "all's well." The more the President claimed the economy was sound, and the more worried the public got, the more Bush eroded his own credibility. In retrospect, the 1992 presidential contest seems to have been about 80-percent settled even before the campaign actually began.

Similar to 1980, the 1992 election outcome was not a mandate for Clinton but a mandate for some kind of change. Thanks to the candidacy of Ross Perot, who with his own brand of change won almost half as many votes as Clinton, there was no clear definition of the type of change wanted, only that 62 percent of voters—a considerably enthusiastic majority—wanted it.

While Reagan's slim majority in the 1980 election may not have given Reagan a mandate, he created his own mandate soon after by forging ahead with a focused, mostly domestic agenda, a stark contrast to Carter, who tried to solve too many problems at once with varying degrees of success.

Now Clinton, faced with a honeymoon period of undetermined length, must move as decisively as Reagan and focus just as narrowly. In that way, he too can create his own mandate.

Clinton's first and second terms as governor provide him with guidelines as to what, respectively, he shouldn't and should do. In his first term, he used up his political capital trying to solve all the state's problems, with the result being that he couldn't truly solve any of them. When the smoke cleared after the 1980 election, he found himself sitting in a law office, the country's youngest former governor, wondering what had grounded his soaring political career.

When he won the office back in 1982, his new goals for the state showed that he had learned: the hundred items on his first agenda were replaced by just two, job creation and education. In his second term especially, Clinton gave education precedence over all other state matters, saying that he saw education as the key to long-term economic health.

Clinton's first step in improving public schooling in Arkansas was to set up an Education Standards Commission, chaired by Hillary Clinton in her first political post, to evaluate the system and issue a new set of standards for all schools to meet by the end of the decade. Rather than spend money blindly on scattershot attempts at reform, Clinton determined to ask the state legislature for education funds only after the Commission finished its work by the end of 1983.

Once the Commission had sent its reforms to the legislature—including proportionately equal state funding for all school districts no matter what size, and minimum competence tests to be taken at the third-, sixth- and eighth-grade levels—Clinton rammed a 1 percent sales tax increase through the state legislature to pay for the agenda.

Lastly, he secured passage of a requirement (not put forth by the ESC) that all public school teachers and administrators, be they new to the system or 30-year veterans, take a competence exam. The fight this touched off between the governor and the Arkansas Education Association and the National Education Association drew national attention. In what was probably the most assertive move of his political career by that point, Clinton threatened to pass the Commission's reforms without passing the sales tax increase, leaving the teachers and administrators to figure out for themselves how to make the required changes without the necessary funds.

In the end, the majority of Arkansas school teachers took the exam and passed, the taxpayers probably saw the reforms as tangible proof that their money was being put to good use, and Clinton won election to a third term in 1984. He continued to make education reform a hallmark of his career.

Many who know Clinton well insist that this need to focus on a narrow agenda is a lesson he will carry into the White House, along with plans for education reform on a national scale. To the extent that he concentrates on a few policy areas, he can succeed as President, but to the extent that his goals become a shopping list for the Democratic Party and its many constituent groups, his chances of succeeding shrink significantly.

To the extent that he concentrates on a few policy areas, Clinton can succeed as President, but to the extent that his goals become a shopping list for the Democratic Party and its many constituent groups, his chances of succeeding shrink significantly.

The Clinton White House can be expected to spend its first six months on just three or four matters. A deficit reduction proposal is a likely part of his early program, but it might not go into effect until after the recession has ended. Clinton's first priority will be an economic stimulus proposal, though care must be taken not to make a misstep in light of the seemingly rebounding economy. Going too far to stimulate the economy would exacerbate the budget deficit, while falling short might cause a fragile recovery to stall. Health care reform will probably be the second biggest priority, but, like deficit reduction, may take awhile to put into effect. A very early and expected priority for Clinton, easier to formulate than changes in health care and quicker to implement, is a national community service program through which college students could work off their school loans.

Aside from these key matters, the more Clinton gets pulled into other policy areas during these crucial first months of his Presidency, the more he risks using up political capital needed for the big fights and getting distracted from issues likely to determine the ultimate success or failure of his Administration. He may also be tested early on in the foreign policy arena by the half-dozen low-visibility wars already taking place in the former Soviet Union and Bosnia-Herzegovina, and the U.S. troops in Somalia.

The makeup of the Clinton Administration and its relationship with Congress will probably be marked by Clinton's political grounding in the state, not the federal, level of government. As a governor, Clinton learned that effective implementation of federal mandates handed down from Congress required input from state and local officials; for example, federal aid for education was best distributed by local school district leaders. Also, with the strict ethical guidelines recently issued by the new Administration, many Washington Democrats who have been out of commission for the last 12 years will find it difficult if not impossible to return to the action. As a result, the Clinton Administration will likely include many more officials who cut their teeth at the state and local levels, where the grist meets the mill in the actual governing of the country.

As for the legislators Clinton will have to work with in order to enact his agenda, the 103rd Congress will probably be more pragmatic than we have seen in awhile. Though many freshmen originally ran as outsiders, if the truth be told, many of them are anything but outsiders. Seventy-two percent of them have held public offices before—those who served in state legislatures alone have a collective 500-plus years of experience—and in conversations before the election, many revealed a more practical than ideological bent in their approaches to governmental problem-solving. Overall, the new Democrats are much less liberal on economic issues and the new Republicans are much less conservative on social issues.

Still, though there seems to be an overall trend toward the middle, in some ways the new Congress may be more polarized than it has been, for several reasons. First is that, due to creation of new majority Black and Hispanic legislative districts through reapportionment, with the result of electing some Members much more liberal than in previous Congresses, reapportionment has also resulted in reduced minority representation in the surrounding districts, with those districts—and their Representatives—getting much more conservative.

Second, now that Democrats have one of their own in the White House, they are no longer pressured to compromise on legislation for it to pass the scrutiny of a Republican President without a veto. At the same time, Republican Congressmen, no longer pressured by a Republican White House into working with the Democrats, will feel much more comfortable saying "no" (conservative Southern Democrats may also be turned away by the production of more liberal legislation). Republicans will have more freedom to be combative, so long as voters do not see them as being obstructionist.

Third, according to the campaign literature of the 110 freshman Members, few if any of them are arriving on the Capitol steps with ideas on how to improve the institution through *strengthening* the leadership or the party structure, only through tearing the place apart via term limits, elimination of the seniority system, and other kinds of reforms.

The makeup of the Clinton Administration and its relationship with Congress will probably be marked by Clinton's political grounding in the state, not the federal, level of government.

On education matters and education reform, Clinton could find more sympathetic legislators in the new Congress than any President has found before. Partly due to the "Year of the Outsider," which encouraged non-career politicians to run for office, the 110-member freshman class includes 16 educators (14.5 percent) from various fields and levels of teaching. The 16 new educator/Members include a former president of California State University-Long Beach, an instructor at Miami-Dade Community College, and the founder of an "alternative" school, along with ten other college faculty members and three grammar and secondary school teachers.

Unfortunately for community college trustees, California Democrat Mark Takano, who as president of the Riverside Community College Board of Trustees would have been a leading advocate for the nation's community colleges, lost a tight race to the Republican nominee in the state's 43rd District. But newly elected from Alabama is Rep. Spencer Bachus, who served two terms on the board that governs the state's community colleges.

The important thing to remember as the new Administration and the new Congress get rolling is that the fate of not only the Democratic Congress but of the national Republican Party are inextricably tied to Clinton's. For the Democrats, voters are not patient and expectations for the new government are very high. If Clinton strikes out in his first two years while both ends of Pennsylvania Avenue are in Democratic hands, the majority party could get hammered in the Congressional elections in 1994.

If Clinton scores, Republicans could suffer even more. Not only does the GOP face the possibility of losing the few Senate seats it would take to give the Democrats a powerful 60-seat majority, but it faces a potential deepening of the ditch between the religious-right forces allied with Pat Robertson and the moderates who are growing increasingly uncomfortable with the direction in which they see their party moving. A survey of delegates at the Houston convention showed that 42 percent of them were fundamentalist Christians. If Clinton's four years as President prove mediocre or worse, the GOP will be energized and the disillusioned moderates will return to the fold. If Clinton succeeds in office, the GOP coalition in 1996 is more likely to be narrow than broad.

To put it briefly in a historical context, after Republicans held the White House under Eisenhower from 1953 to 1960, when then-Vice President Richard Nixon lost the Presidency to Sen. John F. Kennedy, conservative Sen. Barry Goldwater loaded the remnants of the GOP into a bus and drove the bus off a cliff. Likewise, after Democrats held the White House under Kennedy and Johnson from 1961 to 1968, and Hubert Humphrey lost the Presidency to Nixon, liberal Sen. George McGovern loaded the remnants of the Democratic Party onto a bus remarkably similar to Goldwater's and drove it off a cliff.

Feelings of *deja vu* began for the GOP even before George Bush lost the election. The party's most conservative factions took over about a half-dozen state organizations and in one state, Washington, adopted a platform so extreme that it made the national platform look like the Communist Manifesto. Doubtless this contributed to the Washington GOP's loss of the Senate race, the gubernatorial race, and three of the four House races.

If the rhetoric that came out of the Houston convention and the unwillingness of the GOP to soften some of its planks continues to echo and Clinton performs reasonably well, it seems likely that moderates and pro-choice GOP women will either temporarily move into the Independent ranks or go on the party's inactive roster. Then the party's center of gravity would shift to the right, and another bus would drive off the cliff.

Finally, if Clinton has some but not a lot of success as President, the results could be anywhere in between. ■

Do You Have a New Member of Congress?

New Members of Congress (and some returning Members) need to learn about the community college role in workforce development. Who better to teach them than community, technical, or junior college trustees from their state or district? The perfect opportunity to meet and communicate with these new and returning Members is the **ACCT National Legislative Seminar**, March 7–9, 1993, Washington, DC.

Time has been reserved for participants to schedule visits with their Members of Congress on Monday afternoon, March 8, and Tuesday, March 9. A Special Reception honoring Members of Congress will be held on Capitol Hill late Monday afternoon, March 8. All Members of Congress have been invited.

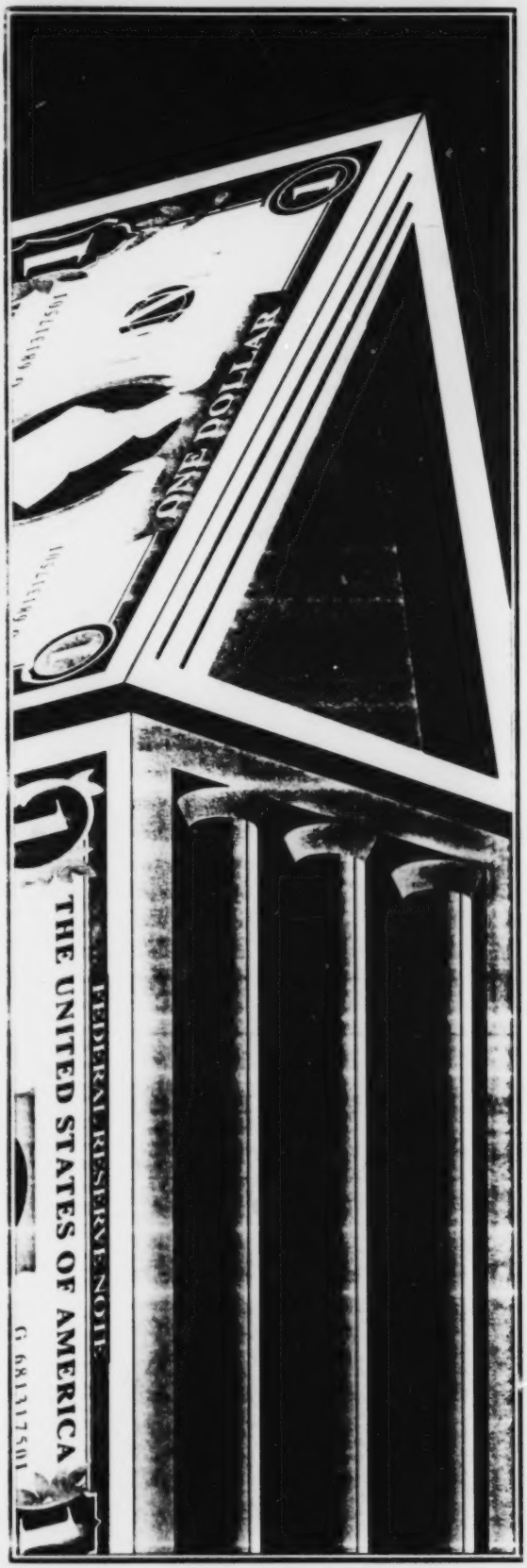
For further information, contact ACCT at (202)775-4667.

New Senators

California	Dianne Feinstein (D)	North Carolina	Lauch Faircloth (R)
California	Barbara Boxer (D)	North Dakota	Byron L. Dorgan (D)
Colorado	Ben Nighthorse Campbell (D)	Utah	Robert F. Bennett (R)
Idaho	Dirk Kempthorne (R)	Washington	Patty Murray (D)
Illinois	Carol Moseley Braun (D)	Wisconsin	Russell D. Feingold (D)
New Hampshire	Judd Gregg (R)		

New Representatives

State	District		State	District	
Alabama	2	Terry Everett (R)	Massachusetts	6	Peter G. Torkildsen (R)
	6	Spencer Bachus (R)	Maryland	4	Albert R. Wynn (D)
	7	Earl F. Hilliard (D)		6	Roscoe G. Bartlett (R)
Arizona	1	Sam Coppersmith (D)	Michigan	1	Bart Stupak (D)
	6	Karan English (D)		2	Peter Hoekstra (R)
Arkansas	1	Blanche Lambert (D)		5	James A. Barcia (D)
	3	Tim Hutchinson (R)		7	Nick Smith (R)
	4	Jay Dickey (R)		11	Joe Knollenberg (R)
California	1	Dan Hamburg (D)	Minnesota	2	David Minge (D)
	6	Lynn Woolsey (D)		6	Rod Grams (R)
	10	Bill Baker (R)	Missouri	2	James M. Talent (R)
	11	Richard W. Pombo (R)		6	Pat Danner (D)
	14	Anna G. Eshoo (D)	New Jersey	7	Bob Franks (R)
	22	Michael Huffington (R)		8	Herbert C. Klein (D)
	25	Howard P. "Buck" McKeon (R)		13	Robert Menendez (D)
	30	Xavier Becerra (D)	New York	2	Rick A. Lazio (R)
	33	Lucille Roybal-Allard (D)		3	Peter T. King (R)
	36	Jane Harman (D)		4	David A. Levy (R)
	37	Walter R. Tucker (D)		8	Jerrold Nadler (D)
	38	Steve Horn (R)		12	Nydia M. Velázquez (D)
	39	Ed Royce (R)		14	Carolyn B. Maloney (D)
	41	Jay C. Kim (R)		24	John M. McHugh (R)
	43	Ken Calvert (R)		26	Maurice D. Hinchey (D)
	49	Lynn Schenk (D)		30	Jack Quinn (R)
	50	Bob Filner (D)	North Carolina	1	Eva Clayton (D)
Colorado	4	Scott McInnis (R)		12	Melvin Watt (D)
Delaware	–	Michael N. Castle (R)	North Dakota	–	Earl Pomeroy (D)
Florida	3	Corrine Brown (D)	Ohio	1	David Mann (D)
	4	Tillie Fowler (R)		6	Ted Strickland (D)
	5	Karen L. Thurman (D)		10	Martin R. Hoke (R)
	7	John L. Mica (R)		13	Sherrod Brown (D)
	12	Charles T. Canady (R)		15	Deborah Pryce (R)
	13	Dan Miller (R)		19	Eric D. Fingerhut (D)
	17	Carrie Meek (D)	Oklahoma	5	Ernest Istook Jr. (R)
	20	Peter Deutsch (D)	Oregon	1	Elizabeth Furse (D)
	21	Lincoln Diaz-Balart (R)	Pennsylvania	4	Ron Klink (D)
	23	Alcee L. Hastings (D)		6	Tim Holden (D)
Georgia	1	Jack Kingston (R)		8	Jim Greenwood (R)
	2	Sanford Bishop (D)		13	Marjorie Margolies Mezvinsky (D)
	3	Mac Collins (R)		15	Paul McHale (D)
	4	John Lewis (R)	South Carolina	4	Bob Inglis (R)
	9	Nathan Deal (D)		6	James E. Clyburn (D)
	10	Don Johnson (D)	Texas	23	Henry Bonilla (R)
	11	Cynthia McKinney (D)		28	Frank Tejeda (D)
Idaho	2	Michael D. Crapo (R)		29	Gene Green (D)
Illinois	1	Bobby L. Rush (D)		30	Eddie Bernice Johnson (D)
	2	Mel Reynolds (D)	Utah	2	Karen Shepherd (D)
	4	Luis V. Gutierrez (D)	Virginia	3	Robert C. Scott (D)
	16	Donald Manzullo (R)		6	Robert W. Goodlatte (R)
Indiana	5	Steve Buyer (R)		11	Leslie L. Byrne (D)
Kentucky	1	Tom Barlow (D)	Washington	1	Maria Cantwell (D)
	6	Scotty Baesler (D)		4	Jay Inslee (D)
Louisiana	4	Cleo Fields (D)		8	Jennifer Dunn (R)
Massachusetts	3	Peter I. Blute (R)		9	Mike Kreidler (D)
	5	Martin T. Meehan (D)	Wisconsin	5	Thomas M. Barrett (D)



FEATURE

Funding and Legislative Strategies

by David Mertes

Strategies the California Community Colleges have used in dealing with the legislature and the governor's office in obtaining needed resources, are strategies that can work in other states. To summarize our key strategy, we are trying to stop talking about our problem. We all know that there is a fiscal crisis. We need to move on to how we are going to deal with it. Using this strategy, I urge that we look at the fiscal difficulties as a challenge, even to the point of asking, What opportunities can we find in this current situation? How can we take this situation and turn it around so that it is of benefit to us?

Institutions have to start looking at how there can be opportunity in a fiscal crisis. From that step, the core of the strategy is to start emphasizing what community colleges are accomplishing—what we do, what we produce, how it benefits the community or the state we serve. We cannot go to a legislature and talk about what we need; we should be talking about what we are accomplishing for the money that has already been spent on our institutions.

As we develop a strategy, it is essential to recognize our colleges' environment in the community or in the state, because the colleges are not in a vacuum; they are in an environment that has a number of problems. If we want to be one of the players we had better know what is going on and what the issues are. In California, for example, a major issue is our population growth, which is increasing rapidly, and we do not have the resources to deal with it. A corollary to that growth is increasing diversity; we are dealing with an influx of immigrants coming into California, new populations of people coming in from different cultures, with different languages, with different

David Mertes is chancellor of the California Community Colleges. This article is taken from a presentation at the ACCT Annual Convention, October 22, 1992, Anaheim, California.

academic backgrounds. That is the environment Californians are keenly aware of and are talking about.

The economy is another concern to the people in the state. The California economy is very complex, very sophisticated; it is an economy in deep trouble. It is closely tied to the aerospace industry, and as that industry has declined, so has the economy. It is a major problem today, and it will continue to be as we project into the next few years. We must recognize that 70 percent of the people who will be working in California in the year 2000 are currently employed. That makes a major statement about the role community colleges will have to play in manpower development and retraining. We need to know something about the 30 percent who will look to us for preparation for entry-level jobs: Who are these people, and from where are they coming?

For higher education, and particularly the California Community Colleges, the number one issue is access. Our tradition in this state has always been open access; it is at the core of the California community college movement. For the last three years we have not been able to fund open access. People are angry, they are upset—at the college level, at the legislature, in the community. Something of which we are very proud seems to be slipping away, and that is a reality. The issue of access is part of any discussion that takes place with the legislature or with the governor.

This is the environment in which the California Community Colleges must operate. For us to attempt to develop a strategy for interacting with the governor and the legislature and not take into account that these are the issues with which they will be dealing, is foolish.

In developing a strategy, everyone agrees on the importance of knowing his or her legislator. But of far more importance, is developing the message that you want to deliver to that legislator. When the crunch really comes, it is the message that has been reinforced with that legislator that is important. The major challenge that all of us face is to find ways to convince our legislators, our governors, our decisionmakers, that the community colleges' role is so essential that it deserves the highest priority of funding. This has to be accomplished before the budget is put together. If we go in and talk to the legislator at the last minute and then say we need more dollars, there will be an army of others saying the same thing. The key to this strategy is that the legislator and governor are convinced ahead of time that what we do is so important that whatever resources there are, we need to get our share, or maybe a little bit more than our share, because, in return, the state is going to be a better place for having made that decision.

The core of the strategy is to start emphasizing what community colleges are accomplishing—what we do, what we produce, how it benefits the community or the state we serve.

Before the California Community Colleges work with legislators or the governor, we concentrate on three key points. The first point is a very concise, clear definition of our mission; it cannot be everything to everybody. The mission has to be a very focused statement, so concise that anyone can understand exactly what the organization is about, what it is doing, and, if it is funded, what the benefit will be to the state.

The second point is a very clear understanding of what it is we produce. What is our product? Who is our customer? Why should the state, in our case, spend $2.7 billion on community colleges? What is the state getting out of it? Why is the state better off for having made that investment?

The third point, and for me the most critical, is the need to develop third-party relationships—relationships with people outside of the community colleges. These are not just working partnerships; we have to develop these partnerships in such a way that the third party becomes an advocate for the community colleges and an advocate for their financing.

If I, as chancellor of the statewide system, walk in to any legislative office or the governor's office, people know what I am going to say; I am there as the system's advocate. (Some of these legislators can give my speech better than I can; they have invented all kinds of defenses to it.) But, let a corporate leader come into that same office and say, "We are working with the community colleges, and it is important that the community colleges be funded, so that we can do this," there is an entirely different discussion. That third-party component is absolutely critical.

Let me expand on each of these three key points. From the perspective of the focused mission, I see the role of the community colleges as providing two things: they are making people more effective citizens in our society and they are helping people to be more productive in the economy. Every student who

comes to the California Community Colleges is impacted in those two ways.

We get questions about transfer programs and voc ed programs. Every student has in his or her mind the idea that, "I am going to get a better job because of what I am doing," whether they are in a vocational or a transfer program. Students in both programs are coming to the community colleges with a goal to enter into the workforce, and we have a responsibility to these students to encourage them as productive citizens in our state and our community.

In California, this citizenship role is very important because we are a state that is attracting large numbers of immigrants from different cultures, different value systems, and different backgrounds. They will become citizens in this state, and our state is going to be dependent upon how effectively these individuals become part of the diverse population that is California.

The second key point is about our product: What is it that we do? I had occasion to speak at several colleges for the opening of the Fall semester this year and talked about the mind set, if you will, of getting away from talking about what we need, to asking, "What are we producing? What is the positive effect that we are making?" I said, "For example, in your college one of your primary missions is transfer; the law says it will be. You say very proudly on your mission statement that you prepare students for transfer, and here in this audience are all the faculty, staff, and administrators of this college. How many students did you transfer last year? And did that number go up over the previous year, or go down? What was the ethnic makeup of the population of students?" There was silence, and then some giggling. I said, "One of the primary missions of your college is preparation of students for transfer, and the people who are directly involved do not know what the transfer rate is, and they do not know whether to be proud of it or be embarrassed by it."

The key to this strategy is that the legislator and governor are convinced ahead of time that what we do is so important that whatever resources there are, we need to get our share, or maybe a little bit more, because, in return, the state is going to be a better place for having made that decision.

One of the colleges had gone to great pains to point out that it had an outstanding allied health training program. I asked the audience exactly the same thing: "How many students did you graduate in the nursing program?" No one knew; no one knew whether the number of graduates had gone up or gone down, or whether it was something to be proud of. And yet, in that community, probably most of the nurses who are interacting with patients in the hospitals are graduates of these nursing programs—yet the general public is not aware of it, and neither are the people at the college. So, when I talk about what it is the community colleges are producing, I am talking about these institutions taking great pride in explaining why the public is so much better off because those institutions are working.

In California, we had been unable to bring together this huge resource of 107 colleges to focus on a problem that was statewide. Each district and each college took care of its service area, but we were at a loss for taking care of a statewide problem. We paid a very high price for that.

The third key point was driven home to me about four years ago when a group of people from Pacific Telesis came to me. They were providing in-house education of their employees, and they were working with 20 different community colleges. They were hoping that all of their employees were getting the same kind of education and training at each of the colleges and that all of them would have the same skills as a result, but it was not working. They said that they did not have the staff to deal with 20 colleges; each of the colleges wanted to do its thing, its own way. Each had its own curriculum committee; each had its own billing procedures, its own billing cycles. They gave me cost figures, and I was embarrassed; the fluctuation made absolutely no sense. Their message was very clear, "Chancellor, somehow if we are to work with community colleges there has to be a better mechanism."

We developed a concept in the state that we named the Economic Development Network (ED>NET for short), which is a unit in our office with a single phone number that Pacific Telesis or any business can call. We then developed a master contract for the education service to be delivered, what the performance standards would be, what the billing cycle would be, and everything that the company needs to work with, all from a single office.

In turn, we went to the single colleges and networked them. (The colleges voluntarily joined and that network is now being developed for allied health in the state.) ED>NET is a very popular program that caused the legislature to suddenly look up and say, "Hey, community colleges are doing something different." That particular program caused then-

Governor Deukmejian to talk to me about this new role we were playing in unique development in the state, because he had received a phone call from the head of Pacific Telesis.

Through ED>NET, we have developed a program for the ten prime contractors in the aerospace industry to work with their suppliers. The contractors came to the governor and told him that they were having major problems with their small business suppliers, and that something had to happen or they would be leaving the state at a much faster rate than they were actually leaving. The Department of Commerce became involved, we became involved with the prime contractors, and we set up a program of supplier improvement.

Currently there are 400 small businesses that are involved in training for management, total quality management techniques, computer-assisted manufacturing, and training for company employees. (Let me tell you that legislators in that geographical area are fully aware of the community college capability and impact on the economic well-being of not only that area, but of the state.)

We have developed, as have many states, small business development centers, which are the focal point for the delivery of services to small business. After the riots occurred in South Central Los Angeles, we immediately set up three extensions out of El Camino College, where we have one small business development center. Within the month, we had three operating small business development centers, which are being used by a number of other agencies for the delivery of services in that target zone.

We have developed centers for technology transfer, where we contact people outside of the community colleges and bring in their expertise and make it available to small businesses that come to those centers. We have established international trade centers for small businesses that are trying to get into the export market. The most recent program inquiry has come from some of the newly emerging industries, asking if they can develop, on a systemwide basis with the community colleges, a curriculum of performance standards—certification standards—for employees who go through the program, so that as an industry they know exactly what kind of education is taking place. There are three areas that we are currently looking at—hazardous waste disposal technicians, alternative energy technicians, and bio technicians—and that discussion is just underway. In that process, one of the things that we insist on and we emphasize is that if they want these services, they must become advocates for the California Community Colleges with the legislature and at the governor's level. We cannot supply these kinds of services unless we get their support; we are partners with them in developing these programs.

We have to develop these partnerships in such a way that the third party becomes an advocate for the community colleges and an advocate for their financing.

This third-party partnership and third-party advocacy is accomplished superbly at the college level. We are attempting to do this same thing at the state level. I mentioned the buyer improvement program with aerospace; the key was that the Department of Commerce and the community colleges established a partnership, a partnership where we meet virtually every day on some issue or other. We are literally partners in delivering for California business.

We have formalized relationships outside of community colleges with the Livermore National Laboratory and with Sandia Laboratories, with formal memoranda of understanding that say that the laboratories and the community colleges are partners. The technology being developed at the national laboratories will be transmitted through small business development centers to small businesses in the state. We are emphasizing small business, as the large companies can essentially take care of themselves. It is the small businesses that we are trying to help in some of these programs.

Not too long ago, a meeting was arranged between me and the CEO of Bank of America. The purpose of the meeting was for me to explain what community colleges in the state were doing. He seemed to be very, very pleased when he finally was satisfied that I was not going to ask for a donation from Bank of America. He was very interested in what we were trying to do with small business development. He knew about community colleges, but there was no depth of knowledge. He asked if I could send him some additional information, which I did. About two weeks later I got a telephone call from his office asking if I would be willing to meet with two of his vice presidents to talk about how we might develop some relationship with Bank of America. Ultimately, the bank's small business development unit joined with us as part-

ners in our small business centers, to be available as a potential lending agent for the businesses that need financial support during the time that they are working out problems.

Wells Fargo has heard about this relationship, and I have a meeting with their CEO, at his request, because they also want to be involved. They have pointed out that we cannot just deal with Bank of America; we also have to deal with Wells Fargo.

In each of these cases, the discussion is, as it was with the CEO of Bank of America, "How can you help us? If you want these kinds of services in the state, how can you help us influence the legislature and the governor? We need your kind of help." And the response is, "How can we work something out? What is it you want me to do?" I am not sure what he will be willing to do, but I know we are farther along than we were six months ago.

Recently the California Community Colleges were contacted by the governor because he was making an appeal to a large corporation for that corporation to expand in California. The Department of Commerce was there; community colleges were there; and representatives of this large, multinational corporation were there, and they were very concerned about the ability of the state, and the geographical area where they were looking, to deliver retraining for their employees. I was there to talk about the capacity of community colleges to deliver training for their employees, and how simple it really was. We have moved giant steps in four years, to where we are participating in a collective way—with the governor, with the Department of Commerce—trying to sell California to potential clients. When I go to see the governor about the budget, I am going to be on a totally different footing as a result of the collaboration that has occurred.

Two other components are vital to our strategy—our foundation boards and our boards of trustees. We have a statewide foundation, and we have told our foundation board members that fundraising is not their primary responsibility; it is to be advocates for the California Community Colleges and to open doors for us throughout the corporate side of the state, to help us get the community college story to the people of California, and into the hands of a legislator or a governor.

When we talk to the legislature and to the governor about fiscal issues, that discussion should be that the legislature and the governor are not funding community colleges, they are investing in the future of their state or the future of their nation.

The role of the trustee is critical. It is certainly true that the state board with which I am involved—the Board of Governors of the State of California—is critical in this activity. Because most local trustees come to the community colleges from a community background—or in the case of the Board of Governors from a statewide background—they have a way of taking a perspective that we professionals do not have.

In summary, when dealing with legislators, governors, and decisionmakers, everything that each of our colleges does at each and every level, and what we do at a state level, needs to be coordinated and brought together in a focused way to sell the importance of community colleges in our society. We need to do it with a real sense of enthusiasm; oftentimes in difficult fiscal periods it is very easy to lose that enthusiasm. We need to be enthusiastic about our institutions. We need to be the people who have a sense that we control our own destiny and control our own agenda—that we know where we are going—and, as a result, everybody else is going to be better off.

Community colleges are positioned better today than almost any other institution. We are literally at the cutting edge of the major problems facing the nation and facing our states. We are the institutions that are going to interact with this growing and increasingly diverse population. We are the institutions that are going to make a change in a very positive sense. How far we are able to go is limited only by our own creativity and imagination. But, no matter what is said, wherever we go, under any kind of political leadership, education and community colleges are the underpinning for the society we will be and the kind of economy we will have. When we talk to the legislature and to the governor about fiscal issues, that discussion should be that the legislature and the governor are not funding community colleges, they are investing in the future of their state or the future of their nation. Our argument should be forceful that in funding community colleges we are investing in our own future, which is very, very exciting. Most importantly, that future is in our own hands. ■

FEATURE

Advice to CEOs: Why CEO/Board Relationships Might Break Down

by Paul A. Elsner

When I hear the news that a CEO, too often a colleague, has left his/her job or is losing the support of the board, it always prompts me to rethink the chemistry and processes of CEO/board partnerships.

Perhaps setting out these processes in writing will help CEOs and board members. I would hasten to add that these principles change with experience (age); no one principle applies to every board/CEO relationship. Relationships are different at each of our institutions because of local circumstances and organizational characteristics. Perhaps statutes and relationships with other jurisdictions make your situation unique. However, there are some axioms of CEO/board relationships which hold up under most circumstances. At the risk of oversimplification, some principles are offered for your consideration.

The No-Surprise Rule

Board members hate surprises. It has been my experience that most boards will follow the lead of the CEO, accepting even the most difficult personnel or budget recommendations, if it is properly forewarned. Unfortunately, CEOs often allow crushing, impending events to converge on them which requires them to suggest a recommendation without the proper briefing of the board. The board is put in the position of having to "act now," a disconcerting situation at best for most board members.

Sometimes an audit team will be on campus for weeks. Suddenly the audit report materializes and it is not altogether favorable. The board receives the audit report with a letter from the president:

> Attached please find the audit report of our bookstore and other auxiliary enterprises. The report makes several recommendations for improving our practices in cash forward accounts. The most serious problem seems to be…

Wham! Two members of the board immediately call the chair and state they were not aware that an audit had been called for. A third board member says she was not aware the auditors were on campus, and so on.

The president should have foreshadowed the completion of the report by doing at least the following:

- Explained that the auditors were on campus.
- Said that in the areas of food services and bookstores, he in particular had some interest in knowing how those accounts were managed.
- Although minor and often routine, reconciliation of cash receipts had shown, on two occasions, to be short $5.57 and $12.00. He was assured that operations were managed well—but that since the auditors from the State Auditor Generals Office were here for their routine annual audit, having them look at auxiliary enterprises would be valuable.

If any of the above-mentioned foreshadowing had occurred, the report of an unfavorable audit would not have come as a surprise. This would have been an ordinary, taking-the-extra-step measure to ensure good management.

The discovery of needed improvements would have been welcomed by the board. The board instead concludes that it really does not know what is out there!! If it is surprised at this, what are the other surprises?

Avoiding surprises requires foreshadowing, or laying groundwork for boards. A CEO might say, "Our annual audit is occurring now; the auditors will be on campus all of this semester and will, for the first time, look at athletics, food services, and the bookstores. I will be anxious to see the results because while only minor questions have been raised, it will be good to have these operations examined."

Paul A. Elsner is chancellor of the Maricopa Community Colleges in Phoenix, Arizona. This advice offered by an experienced CEO to his colleagues will be of interest to trustees concerned about board/CEO relationships.

Underestimating the Board

This principle sounds ridiculous—how could you underestimate the board? The board has the legal power to do most anything, even fire you.

Amazingly, CEOs assume board members know less than they do; they are often overlooked as a resource. Boards have eyes, ears, and intelligence that you can never possess. As a matter of fact, they have several sets of eyes and ears—all extending to your community, your colleges, and your employees.

At Maricopa we encourage board members to listen and participate in college events, sit in on policy formation groups, forums, town halls, and work sessions on all matters. We want the board to feel the whole undercurrent of change, of debate, of deliberation about Maricopa's educational agenda.

On another front, sometimes we have to make initial, far-reaching decisions; often there are many sides to an issue. Having your board immersed in the general issues of the college is not all bad. I am reminded of a striking speech I heard given by a public school board member in which she stated that she lives gender, social, and community politics every day of her term. The pressures, forces, and counter-forces of modern boardsmanship require it.

In short, too often CEOs take on too much themselves. We need everyone's advice, point of view, intelligence, special wisdom, and perspective. Your board's eyes, ears, and intelligence should be used, not just taken for granted. Worse, never underestimate a board's wisdom and overview; it can save you!

CEOs Should Have an Educational Agenda

Surprisingly, some CEOs do not have or are unable to promote an educational agenda. Board members must feel comfortable that the educational agenda is being led at their community college. Almost all leaders of note have an educational agenda.

Much of the faculty-management tensions which plague CEOs result from faculty sensing that a clear educational direction has not been set. Boards contribute to this schism because they feel the "management" of the institution is sufficient in and of itself. Faculty want leadership on the issues of effective teaching and learning. This is not a "power" issue; it is an issue of properly placed priorities.

Presidents and chancellors should be able to summon the faculty on an important educational agenda. Many administrators are trained only in management skills; they often lack the subject discipline depth to lend credibility to their own claims or aims. Much of our leadership comes from universities that purport to prepare community college leaders; they might reconsider their approaches to preparation of these leaders.

Symbols of Leadership Carry Greater Import Than We Wish to Acknowledge

A president, after settling a tough salary dispute with his employees, cannot turn around and buy an expensive automobile for himself. Nor can one standard apply to employees and another to administrators on travel policies, extension of privileges, and budget restrictions. Employees will usually allow the most stringent procedures if such policies are applied equally and justly. People want to know if the rules apply to the president as well as to the custodians.

We recently had to cut several new faculty requests for needed faculty positions. At the same time, we had several staff planning to attend a major national convention. We cancelled the staff travel and the faculty accepted the cuts because they felt there was no "double standard" evident in our imposed policy. Too many CEOs underestimate simple symbols of "double standards."

Staff Can Make You; Staff Can Break You

James March, professor of business at Stanford University, once defined a handful of trainable skills leaders could learn. These included such skills as managing conflict, managing coalitions, and taking of testimony. March also added the skill of tactful interrogation of staff. CEOs don't always ask questions. Board members also hold back more questions than they raise.

Maricopa staff expect to be asked questions—every board item must be supported by the presence of staff ready to answer the technical questions raised by the board. If you have the job, you get to answer the question. Moreover, staff should move toward the question; they should be prepared to answer the question if an agenda item falls in their area. On close-call discussions, staff should recommend actions to the CEO and be prepared to defend their recommendations by answering the questions of anyone who wishes to ask.

Often a calamity or a debacle can be avoided by that one, well-placed question—before setting in motion a proposition or an agenda item.

Staff are there for support; they have to be empowered to do their best. Staff must have the range of responsibility to carry out their duties, tasks, and programs. They too need to take risks; but their empowerment suggests an added responsibility, to be able to defend the merits of their proposals against questioning. Staff should expect to be asked questions; as CEOs, you should be asking those questions.

I may have risked oversimplification, but CEO/board relationships will improve if we remember the following: avoid surprising the board, do not underestimate your board as a powerful, intelligent resource; simply managing well, without promoting a clear educational agenda, may not be sufficient; symbols often carry more significance than we realize; and tactful questioning of staff can not only sharpen their preparedness—it might save you! ■

Finding New Sources of Revenue: The Illinois Community Colleges' Quest

by Gary Davis

American meat processors are legendary for using "everything but the squeal" in the sale of their products. As our enrollments continue to increase while state support dwindles, community colleges are also looking for ways to make the most of every resource.

In his 1992 work with Illinois trustees, University of Michigan professor Richard L. Alfred classified the quest for new revenue-producing ventures as a "proactive" strategy in contrast to "reactive" downsizing. Colleges can react to the "lower funding—higher expectation squeeze" by program elimination or by raising tuition and local taxes. Or they can match college resources to emerging community needs in order to replace withdrawn state government funding with new, self-generated revenues.

In the summer of 1992, the Illinois Community College Trustees Association asked colleges to share proactive ideas for increasing revenues while meeting community needs. We turned up the following ideas.

To generate new revenue a college could:

1. Lease unneeded college land.
2. Rent college instructional facilities (including laboratories) to:
   - parks and recreation departments.
   - area businesses for training use.
   - performing arts groups.
3. Rent exhibit space to:
   - craft shows.
   - home improvement shows.
   - antique shows.
4. Make college roadways available to groups for walkathons, footraces, and bicycle races.
5. Become more aggressive in managing college cash flow.
6. Develop and sell computer software such as a computerized college guidance information system.
7. Enhance fundraising efforts. Charitable giving to education rose 13 percent in 1990. Community halls are catching on.
8. Sponsor an antique market or a flea market. Exhibitor fees go to the college.
9. Use computer tapes from the Veterans Administration to contact local citizens who are leaving the military. Encourage them to retrain at the community college. Increased enrollments boost the college's share of state grants. Spouses and children of veterans often attend the colleges as full tuition payers.
10. Privatize college operations that originally were operated at a loss or on a break-even basis. Examples include food service, health service, bookstores, parking, and security. Other possible revenue centers are copying services, locker services, and vending machines.
11. Offer instruction to foreign nationals at a rate designed to provide the college with additional operating income.
12. Earn surplus income from workforce training. (This requires careful attention to pricing and customer satisfaction.)
13. Sponsor contests in mathematics, science, speech, or other fields. Charge fees that more than cover the college's direct costs.
14. Seek federal grants. Colleges can receive assistance from their state community college board, their Congressman, and the state's office in Washington, D.C.
15. Provide instructional services to schools at a price that more than covers the college's direct costs.

In addition, colleges can pursue a number of "reactive" strategies such as:

1. Restructure college debts. Interest rates are at the lowest levels in decades.
2. Increase tuitions. Despite recent community college tuition hikes, the gap between our tuition and public university tuition continues to grow!
3. Institute variable course fees that cover the additional instructional costs in high-demand areas such as computing, nursing, and computer-aided manufacturing and design.
4. Institute or increase special fees to more than cover the costs of providing services for student activities, late registration, workshops, transcripts, etc.
5. Lease instructional sites from a Public Building Commission.
6. Lease (rather than buy) equipment.
7. Increase reliance on effective part-time teachers.
8. Form an insurance pool to lower insurance costs.
9. Utilize "double-barreled" or "alternative" bonds that are repaid through user fees. For example, bookstore profits can be used to repay double-barreled bonds that were used to construct a student activity center.
10. Pass a local referendum.

continued on page 16

Gary Davis is executive director of the Illinois Community College Trustees Association.

Tri-County's Competencies Tie Instruction to Job Requirements

Responding to the needs of business and industry, Tri-County Technical College in Pendleton, South Carolina, began a curriculum revision process in 1990 that will lead to educating students for the challenges of the next century.

The U.S. Department of Labor's SCANS Commission wrote in *Learning a Living: A Blueprint for High Performance*, that essential to American productivity is "improving the match between what work requires and what students are taught."

Tri-County's commitment to that task, however, began long before the SCANS Commission's research and final report. The college's administration and faculty recognized the need for continuous instructional improvement, and the college already had an informal plan.

In 1989, the college formalized the goal of identifying college-wide student competencies in the Five-Year Strategic Plan. Then Title III of the U.S. Department of Education awarded a five-year grant to provide assistance with personnel, travel, faculty release time , educational materials, and faculty development programs.

The project has an instructional coordinator and a standing faculty committee who design, develop, and review all implementation strategies and evaluation materials. This approach to curriculum revision is recognized as being one of the earliest efforts of a college in applying the concepts of Total Quality Management (TQM) to an instructional process.

Identifying the long-term student competencies necessary for a "high-performance future" guided the curriculum revision efforts. –

Finally a list of seven college-wide student competencies was adopted as official college policy in June 1991.

The college currently has 20 associate degree programs, and each program determines the level of each competency needed by its students, the appropriate implementation methods, and the assessment process. Program-level responsibility and accountability are major elements of the curriculum revision. Again, use of the TQM concept highlights the decision-making faculty who teach the courses and removes barriers to making changes for improvement.

This year, five pilot programs began incorporating the college-wide competencies into their courses, with each of the five using a slightly different emphasis in its approach. The pilot programs are: Accounting, Medical Laboratory Technology, English, Industrial Electronics Technology, and Veterinary Technology.

For the 1992–93 academic year, five new programs will begin work on implementing competencies. The faculty in these programs will be looking to the pilot programs for advice and assistance. Meanwhile, the pilot programs are not finished, because instructional revision and continuous improvement constitute an on-going, ever-changing process.

Through this process, the college has adopted an institutional approach to constant improvement, has developed methods to measure quality, and has realized the successful results of a team approach

Tri-County Technical College College-Wide Student Competencies

Graduates should be able to:

- comprehend and generate written and oral communication necessary for success in their lives and chosen careers.
- perform technical professional skills which are appropriate and ethical for their chosen disciplines.
- identify and use sources of information by utilizing information processing skills compatible with job demands in a computer-literate society.
- apply mathematical/computational skills to make informed decisions in their lives and chosen careers.
- solve problems using critical thinking and creativity that draw upon knowledge of their chosen disciplines.
- demonstrate an understanding of an international perspective to include a global market economy, world geography, and ethnic/cultural awareness.
- practice interpersonal skills and teamwork in their lives and chosen careers.

Adopted June, 1991.

Financial and Business Policies

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Few, if any, colleges will be able to use all of these ideas for each institution is faced with a unique set of constraints. Every new venture will require some start-up capital in the form of either dollars or staff time. Because budgets and staff are limited, colleges must be careful not to take on too many new tasks at once. Nevertheless, economists and political pundits predict that state support for public education will continue to decline until our aging nation finds a more efficient method of providing health care. (Health care now takes one of every seven dollars spent by Americans.) Until then, wise college boards will be looking carefully for new, practical sources of revenue. ■

CALENDAR

Trustee Education Opportunities
February – April, 1993

February

3
Nebraska Community College Association
Lincoln, NE

4–5
AGB Workshop: Strategic Responses to Financial Realities for Public Institutions and Systems
Washington, DC

8–9
AGB Workshop: Fund-Raising Leadership for Independent Institutions
Philadelphia, PA

10
ACAATO Council of Governors Conference
Toronto, Ontario

20
Arizona Community College Association
Phoenix, AZ

21–23
Trustees Association of Community and Technical Colleges of Washington State—Winter Conference and New Trustee Orientation
Olympia, WA

March

7–9
ACCT National Legislative Seminar
Washington, DC

11–12
AGB Workshop: Strategic Responses to Financial Realities for Independent Institutions
Washington, DC

14–17
American Association for Higher Education Annual Meeting
Washington, DC

April

5–6
Pennsylvania Federation of Community College Trustees
Harrisburg, PA

15–17
ACCT Pacific Region Seminar
Victoria, British Columbia

17–20
AGB National Conference on Trusteeship
New Orleans, LA

28–May 1
AACC Annual Meeting
Portland, OR

Topic Suggestions Needed for *ACCT Trustee Quarterly*

The ACCT Communications Committee needs your help in identifying topics to be covered in future issues of the *Trustee Quarterly*. In the *Quarterly*, trustees find feature articles and shorter "departments" on all major areas of trustee responsibility. The focus is on the board's role in policy development and strategic planning, the policy-setting implications of issues, and current trends affecting community colleges.

If there are topics which you feel should be covered in future issues, please contact Sally Hutchins, Editor, ACCT *Trustee Quarterly*, 1740 "N" Street, NW, Washington, DC 20036.

Guidelines for Authors *ACCT Trustee Quarterly*

Articles should focus on the interests of the audience, which primarily consists of lay governing board members of community, technical, and junior colleges.

Articles should address various areas of trustee responsibility, stressing the board's role in policy development, the policy-setting implications of issues, and questions to ask staff. Articles can also provide the latest information trustees will find useful, such as trends which will impact community colleges.

Authors are encouraged to contact the editor with story ideas before submitting a manuscript.

An insurance claim shouldn't be a learning experience.

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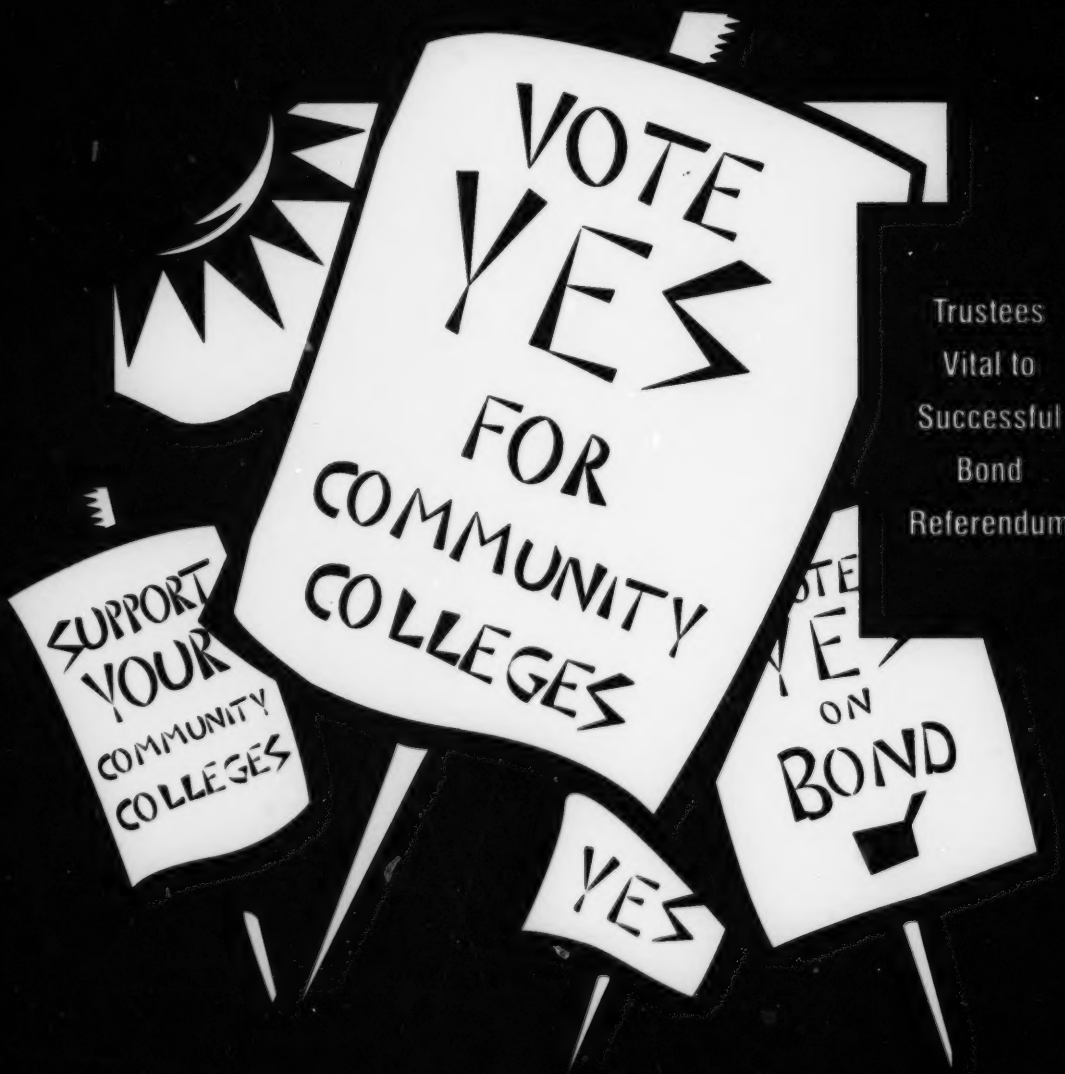

Trustees Vital to Successful Bond Referendum

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Community Colleges in a GLOBAL ENVIRONMENT

ACCT *24th* ANNUAL CONVENTION

SEPTEMBER 29–OCTOBER 2, 1993
SHERATON CENTRE • TORONTO, ONTARIO

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SPRING 1993

TRUSTEE QUARTERLY

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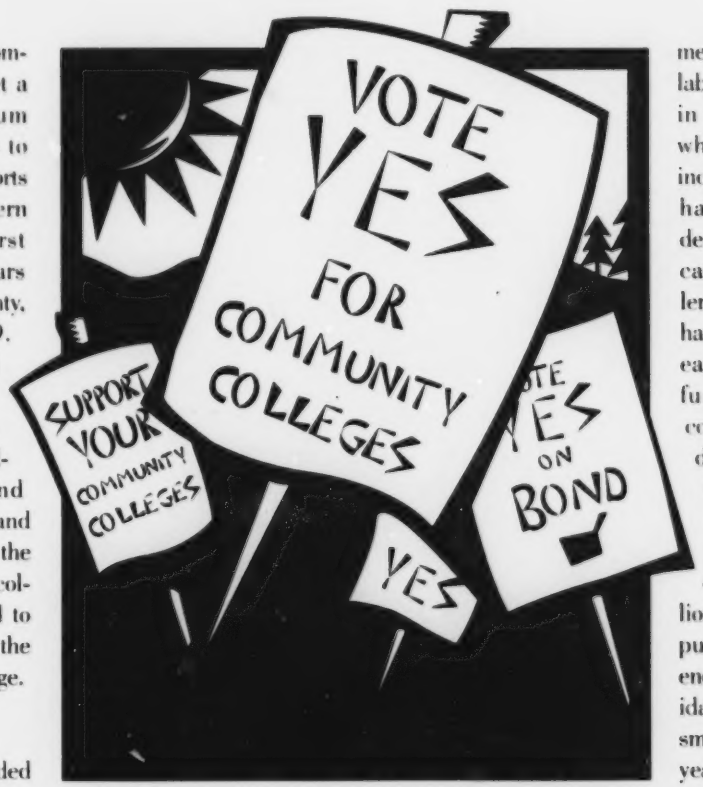
FEATURE

Trustees Vital to Successful Bond Referendum

by Stephen C. Scott and Carol Schriber



How does a rural community college get a bond referendum passed? Thanks to the dedicated efforts of the trustees of Southeastern Community College, the first bond referendums in 15 years were passed in Columbus County, North Carolina, in 1989. Trustees played the pivotal role in the passage of the two educational bond referendums, which totaled $17.5 million for renovations and construction for the college and the public school districts in the county. From the start, all 12 college trustees were committed to and active in every phase of the campaign for the bonds' passage.

Defining the Need

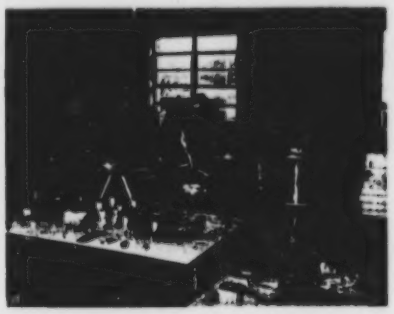
In 1989, Southeastern needed $1.1 million to replace five leaking roofs and to provide handicapped access, safety improvements, and renovations to outdated labs and shops. Funding is scarce in this rural county of 50,000, where the average per capita income is $12,375 and more than half of the county's income derives from agriculture. The educators faced a particular challenge, since no bond referendum had passed in the county since the early 1970s when construction funds were secured for a new county hospital. A 1986 referendum for badly needed county-wide water and sewer services was soundly defeated.

Timing was important. The county was eligible for $10 million in state funds for low-income public school districts, almost enough to build one of two consolidated high schools to replace five small ones that were all at least 60 years old. An additional state program matching $3 for every local dollar spent on public school construction meant the impact on taxes would be low, and a decision to use the same design and to contract both schools simultaneously saved an additional $3–$4 million. Money was also needed for renovating and expanding several other public schools, bringing the total for county and city

Stephen C. Scott is president and Carol Schriber is public information officer of Southeastern Community College, Whiteville, North Carolina.

ty and city schools to $16.4 million. Unfortunately, no matching monies were available for the college.

Given the advantage of state funding help and the size of the public relations/education effort needed for bond passage, piggybacking the college's and public schools' fund requests made sense.



This photograph of damage caused by a deteriorating roof at Southeastern Community College was one of several incorporated into a slide presentation that was taken all over the county by trained speakers, helping to sell the bond referendum to the voters.

Formulating a Plan

Trustees from the college and board members of Columbus County and Whitesville City school systems met with the county commissioners, town mayors, leaders of both political parties, and other community leaders to discuss the needs and begin planning strategies for getting the referendums passed. Southeastern Community College's trustees displayed their leadership by accepting the chair positions for most of the committees or serving as committee members, setting goals for the bond referendums, mapping strategy for the effort, and making an initial personal financial commitment. Nearly $1000 was donated at the initial meeting to provide start-up funding for advertising and promoting the referendums.

As a direct result of trustee involvement, a nonprofit organization was formed, Concerned Citizens for Better Education, headed by Stephen Scott, president of Southeastern Community College. Co-chairs included the superintendents of Whiteville City Schools and Columbus County Schools, along with Southeastern trustee Willard Small, who represented business and industry. A treasurer was named and a special account set up because of the need to use private, rather than public, monies for advertising and promotion.

"Bond Together for Education"

Having learned from the unsuccessful "top down" campaign for the 1986 water bond referendum, Concerned Citizens for Better Education (CCBE) wanted the 1989 effort to be and be seen as a "bottom up," grassroots endeavor. It also paid careful attention to timing, deciding not to "go public" too soon so that possible opposition wouldn't have time to organize. County commissioners set an election date of September 19, 1989, with the bond referendums as the only items on the ballot. CCBE decided to begin its public campaign in mid-July, giving it eight weeks to educate and convince voters to pass the bonds. The short timetable was designed to minimize opposition, maximize public awareness, and not exhaust the people working for passage of the bonds. Trustees also helped develop a slogan, "Bond Together for Education," which was used in the group's advertising.

Developing Community Ownership

To maximize community involvement and minimize conflicts between special interests, CCBE, led by college trustees, created guidelines to ensure that the campaign was nonpartisan and that all interest groups were represented. It then formed committees to handle the various facets of the campaign, which included enlisting the support of community leaders across the county, planning publicity and advertising, setting up a speakers bureau and training the speakers, and building financial support. On all levels, trustees made a conscious effort to involve a cross-section of the community, including representatives from both political parties, all ethnic groups, a range of businesses and industries, different geographical locations, the two public school systems, and the college.

Putting the Plan into Action

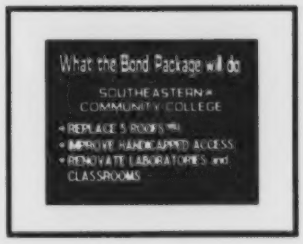
Concerned Citizens for Better Education sought resolutions of support from the mayors of all the municipalities and the county commissioners. CCBE purchased a list of every precinct chair of both political parties from the Board of Elections and sent personalized mailings to them early in the process.

The group carefully gathered information to determine how much the bonds would cost taxpayers, and calculated the simplest, most powerful ways to present that information. It obtained the help of the marketing staff of a large local business in critiquing its advertising and promotional materials and suggesting ways to improve them. (To help the effort, the business also graciously printed the fliers.) With this information in mind, Concerned Citizens for Better Education developed a short, concise pamphlet in question-and-answer format. (What is a bond referendum? Why is it needed? Who will benefit? What will it cost me as a taxpayer?) Over 25,000 were printed and distributed throughout the county.

The finance committee raised $8,000 in cash and secured over $10,000 in the form of in-kind contributions from private donors, businesses, and industries, making it possible for Concerned Citizens to place ads in newspapers and on billboards. Public service announcements were run. Southeastern trustee Ray Wyche contacted local and regional newspapers, presented the case for the bond referendums, and asked for favorable editorials. All responded with positive editorials. Other trustees wrote letters to the editor. Board chair Billy Hooks and founding board member Sam Koonce, members of Concerned Citizens who were well-

versed in the details of the bond referendums and construction needs, made numerous public presentations to groups as large as 400 voters. The college president, Stephen Scott, made presentations on several radio and television talk shows.

Concerned Citizens purchased lists of registered voters for a telephone campaign to be run by college faculty, staff, and students during the last two weeks before the election. The public schools got their students involved in making banners and posters, and a few days before September 19, the children were given handouts to take home, printed with private funds, urging parents to vote "yes."



These graphics were an important part of the successful slide presentation showing voters clearly and simply why the money was necessary and the small amount needed from local taxpayers if the bond referendum passed.

Showing Needs Through Visuals

A 20-minute slide show was developed, giving visual evidence of the need for funds with views of overcrowded classrooms, outdated facilities, leaky ceilings, and puddles between rows of desks. It laid out clearly and simply the dollar amounts needed, the money available from the state, and the small amount that would be needed from local taxpayers if the bonds were passed—a taxpayer with $50,000 worth of property would pay only $3.50 to $6.50 in taxes the first three years, and never more than $18 per year. The final slide was a call to action: "What you can do:

- Vote YES
- Recruit others
- Speak out positively
- Volunteer to serve."

Q&A About the School Bond Referendum

Q. What is a Bond Referendum?

A. It's a special election in which citizens vote to appropriate money for a specific need. The September 19 Referendum is for school construction and renovation projects throughout Columbus County.

Q. Why is a School Bond Referendum needed?

A. Although the State of North Carolina provides money for salaries, equipment, and educational materials for public schools and community colleges, it is each county's responsibility to pay for building maintenance, repairs, and renovations. Counties must also pay part of the cost of constructing new buildings for public schools and community colleges.

Q. What will the September 19 School Bond Referendum ask for?

A. There are two parts to the Referendum, one asking for $16.4 million for public school building needs and one for $1.1 million for building needs at Southeastern Community College.

Q. How will the money be used if the Referendum is passed?

A. The $12.3 million for Columbus County Schools is needed to build two new consolidated high schools in eastern and southern Columbus County and for additions and renovations to West Columbus H.S. to provide equal educational opportunities for all Columbus Countians.

The $4.1 million for Whiteville City Schools is needed for school expansions and renovations, including additional classrooms for Edgewood Elementary School, a sixth-grade wing for Central Middle School, and a science wing at Whiteville High School.

The $1.1 million for SCC is needed to replace aged and leaking roofs on five buildings, provide better access for handicapped students and visitors by installing elevators and other aids, renovate outdated laboratory and shop classrooms, and upgrade safety standards.

Q. Who will benefit from the passage of the Bond Referendum?

A. Over ten thousand public school children will benefit from improved educational facilities and equal educational opportunity. Today's workforce will benefit from continuing and improved training opportunities at Southeastern Community College. Improved schools will help attract new business and industrial firms to Columbus County.

Q. How much will it cost me as a taxpayer?

A. If the Referendum is passed, there will be *no* increase in property taxes for the next four years. In 1993–94, the tax cost will be just 3.6 cents per $100, or only $18 for an average taxpayer with $50,000 of property. The cost will *decrease* every year after that. A small price for big benefits!

Q. Who can vote?

A. ■ County residents age 18 and older can vote—but only if they're registered! If you haven't voted in the last 4 years, you may need to re-register. ***August 21*** is the last day to register. Applications for absentee ballots will be taken July 21 through September 12 at the Board of Elections office. Contact the Board of Elections at the Miller Building, 304 Jefferson St. in Whiteville; phone 642-5700

■ Be sure to vote September 19! Polls will be open from 6:30 a.m. to 7:30 p.m.

BOND together for education—VOTE September 19!

A script, written by Southeastern's English faculty based on input from the public schools and the college, went along with the slide presentation so that speakers could emphasize important points. Twenty-one presenters were trained, including Southeastern trustees and student leaders. Three copies of the slides and script were made and distributed to the two school systems and the college. The presenters took the slide show into the community, speaking to civic groups, PTAs and PTOs, churches, and other meetings. Because the format was carefully planned, presenters could "tailor" the show for their audience, emphasizing the benefits for that particular interest group.

The college's trustees also made presentations at the Intergovernmental Agency Council, which included elected city and county officials, school boards, the state senator, and state representatives. The trustees promoted the speakers bureau, offering to make presentation. Southeastern trustees Billy Hooks and Sam Koonce spoke at length at dinners, church meetings, civic clubs..."anywhere two or three gathered together to talk about the referendum." College trustees gave over 30 presentations, and Southeastern President Scott, as chairman of Concerned Citizens, gave 37 presentations. Special meetings and barbecues were held by CCBE to inform the public and attract large audiences of potential supporters.

On the college campus, there were voter registration drives, and local staffers were enlisted to register students on campus. Students wrote letters to the editors of local newspapers in favor of the referendum and made personal contacts urging people to vote "yes." Southeastern's publications, including the weekly announcement bulletin, carried information about the upcoming election. The fall class schedule, mailed to all households in the county about six weeks prior to the election, included a full-page question-and-answer information feature about the referendum. When public funds were used to print and mail publications, only facts, but no position on the issue, were stated and readers were simply urged to make up their own minds and get out and vote.

Dealing With Opposition

As with most bond referendums, there was some opposition, in this case from individuals who were concerned about the consolidation of the five small high schools into two larger ones, and those who were angry about a rise in tax bills due to a recent revaluation. Opposition tactics included newspaper ads during the last weeks before the election and the use of misinformation to sway voters. Their letters to the editor received an immediate, factual response from Southeastern trustees and other community leaders.

Concerned Citizens ran a positive campaign, stating the benefits for the county of a favorable vote. CCBE didn't try to argue with opponents or respond to them in public debate, feeling that to do so would provide them credibility and a forum with little effort on the opponents' part.

Success!

Over 33 percent of the county's 26,241 voters turned out for the election. The $1.1 million bond issue for the college passed by better than a two-to-one margin, and the $16.4 million bond for the public schools also passed by a smaller but still significant majority.

After the election, Citizens for Better Education ran "thank you" ads to voters in the local newspapers, wrote thank you letters to everyone who was involved in the effort, and made personal contacts with key people to thank them.

The success of the campaign depended heavily on the cooperation and commitment of Southeastern trustees and their wholehearted support of the college president in his role as chair of the nonprofit organization, Citizens for Better Education. Trustees gave their time, money, hard work, and considerable talents in many areas, including planning, strategy, political know-how, contacts with community leaders, and knowledge of the community's leaders, politics, and history. ■

Important Things to Remember

- College trustees should lead the college's bond referendum effort.
- Be sure 100 percent of the board supports the issue before you go to the public.
- Keep the campaign positive, emphasize benefits. Don't give the opposition a forum by inviting their comments or arguing with them. (If they want to speak to a group, let them gather their own audience.)
- Raise private funds for advertising and promotion.
- Make personal contacts with the media.
- Make personal contacts with community leaders of all constituencies (formal and informal) to enlist their support.
- Get faculty, staff, and students involved.
- Present information clearly, simply, and positively.
- Be honest about costs; relate to everyday costs. (In this campaign, initial taxes per year for the average property owner were likened to "what you'd pay for a big hamburger, fries, cola, and a movie rental.")
- Create a Speakers Bureau: recruit and train speakers; develop a short, scripted, visual presentation to ensure some uniformity of message.
- Conduct a telephone campaign: use volunteers to call registered voters one to two weeks before the election and urge them to vote (give volunteers a short written message to follow).
- Afterward, *win or lose*, thank everyone who helped.

FEATURE

A Community College View of Economic Development Opportunities in the North American Free Trade Agreement

by Augie Bareno, Joseph M. Conte, and Victor Castillo

The emerging global economy imposes new challenges for the United States and its postsecondary educational enterprises. A recent study has concluded that among 22 industrialized nations having compulsory education, the United States continues to fare the poorest. However, the United States ranked second in the number of 20- to 24-year-olds enrolled in higher education. Many interpret this as a sign that a bi-modal society is in the offing.

There is emerging evidence which supports the notion that educated Americans will tend to prosper in the developing global economy more than their less educated counterparts. During the past decade we have seen a trend of "job exportation." Former well-paying manufacturing jobs have been exported from the United States to other countries, while the number of minimum wage and low-paying service industry jobs have increased in

Augie Bareno is a board member, Joseph M. Conte is president, and Victor Castillo is a small business and international trade specialist at Southwestern College, Chula Vista, California.

number and remained. This might well result in the creation of an economic "third-world" society within our "first-world" country. One way to help to reverse the emergence of this sub-culture is to significantly improve on the quality of education in the United States and to reinstill a positive attitude toward the dignity of work and a further commitment to the maintenance of quality work standards.

The North American Free Trade Agreement (NAFTA) among the United States, Mexico, and Canada will significantly impact our labor force here in the United States. However, NAFTA will provide an opportunity for the United States to recreate a new and highly trained competent labor force which will enable us to fully and successfully compete in the international market place. It is in the training of the workforce that America's community colleges can play a vital role. Those of us involved in governing and administering our postsecondary institutions can see to it that curriculum and training places a greater emphasis on interpretation, judgment, and application rather than simply on the transmission of information.

NAFTA has been heralded as the most significant milestone in the economic history of the Western Hemisphere. As constituted, it would create the largest free trade zone among the international community. With 360 million inhabitants and an estimated economic output in excess of $6 trillion annually, it would far overshadow the European Common Market.

When formally adopted, NAFTA will bring about the eventual elimination of all trade barriers in goods and services. It will accomplish their removal by reducing and/or eliminating tariffs and non-tariff barriers such as quotas, licensing requirements, and investment restrictions. NAFTA would also provide for the development of alternative methods to resolve disputes by relying heavily on consultative processes.

The challenge for our community colleges will be how to efficiently and effectively reorient, retrain, and develop new jobs for those who have been left behind.

Besides the free movement of goods and services, additional benefits for the United States include long-term guarantees on entry requirements for American investments in Mexico. NAFTA will also allow American capital and technology to become a working partner with Mexico's labor force. Because of the complexities of the issues involved, NAFTA is not only seen in relationship to trade issues, but also to issues related to labor, the environment, transportation, intellectual property protection, agriculture, rules of origin, investment, natural resources, services, *maquiladoras* (twin plants), taxing policies, and health and safety standards.

NAFTA and the resulting emerging trends will have a direct impact on American industry and its labor force. There is a strong possibility that the "value added" processes will remain on the United States side of the northern and southern borders, while complementary industrial operations will relocate to the south (Mexico) and to the north (Canada), leaving behind their workforce. This has the potential in the short run to dramatically increase the number of displaced workers in the United States. Here again is an area where community colleges can play a significant and important role in worker retraining. The challenge for our community colleges will be how to efficiently and effectively reorient, retrain, and develop new jobs for those who have been left behind. The situation will create the need for community colleges to join in an extended partnership with government and business and industry to convert our available workforce to productive and economically beneficial endeavors.

The United States–Mexico Border Region: NAFTA and Community Colleges

The border between the United States and Mexico extends approximately 2,000 miles from the Pacific Ocean to the Gulf of Mexico. Four states and six Mexican states adjoin the border region. A large part of the border area is arid with a unique ecology. However, there are some forest areas and irrigated farmlands. Most of the border area is sparsely populated. The majority of the border population (72 percent) lives in 14 "sister cities" located across the border from each other. The largest transborder urban area is the Tijuana-San Diego area, which has a combined population of over two million people.

The border area population is currently in excess of nine million and has experienced a growth rate of 60 percent during the last ten years. The increase in population along the border, particularly in Mexico, has brought about many serious problems resulting from uncontrolled urban growth and unplanned land use.

A marked element of the United States-Mexico border is the apparent disparity of wealth on the two sides of the border. In 1984, the average per capita income of those living on the northern side of the San Diego-Tijuana border was more than six times greater than that of the Mexican national average. Collectively, the counties located along the United States-Mexico border rank among the poorest in the United States. Along the northern side of the border, 25 percent of all family incomes fall below the poverty line (defined in 1990 as a threshold of $13,359 per annum for a family of four). An additional 50 percent of all families

earn less than $12,000 per year. During 1991, unemployment rates across the United States portion of the border ranged from a low of 8.3 percent in San Diego to 14 percent in Brownsville, Texas.

Of the major cities located on the northern side of the border, the San Diego economy has remained the most diversified, with major employers in the defense, electronic, light manufacturing, and biotechnology industries. Tourism, agriculture, and government are also mainstays of the regional economy. For the rest of the United States border area, however, opportunities for economic development have been more limited and mostly tied to cross-border trade with Mexico.

Across the southwestern border of the United States, trade and services industries dominate; included are: transportation, customs brokerage, finance, and warehousing. Retailing is also an important border industry. These sectors remain dependent with regional employment and are strongly linked to the economy of northern Mexico.

On the Mexican side of the border, the government has promoted the development of the border region through the *maquiladora* program, which was initiated in 1965. The term refers to the export-oriented processing and assembly plants located in the Mexican border area that use imported materials. Most of the plants are part of production sharing arrangements with United States firms that take advantage of local production factors and the proximity to suppliers and consumers in the United States. In addition to United States firms there are additional companies representing Asian and European nations.

NAFTA will provide significant benefits to almost every sector of the binational economy. NAFTA should increase United States border businesses and provide even greater access to Mexican markets by reducing duties paid on exports to Mexico and eliminating licensing requirements, quotas, and other impediments to the "business of doing business" in or with Mexico. The agreement will also liberalize Mexico's policies governing foreign investment in its markets.

NAFTA will undoubtedly have significant impact on the border population, its resources, and general economy. Areas which will experience the greatest influence appear to be suppliers, technical services, and human resources. An earlier example in the border area occurred after the inception of the *maquiladora* industry. Several United States companies realized that they could bring their manufacturing from the Orient to this continent and effect a cost savings, which enabled them to hire more American personnel, develop new products, and expend more on quality assurance.

Even though Mexico has begun to promote the development of its technological base and trained technical personnel, the United States still maintains a decided edge and is expected to maintain its superiority in the future. Community colleges can make their contributions by continuing to provide the essential training for managers, supervisors, technicians, and support staff. Under NAFTA it is very likely that the need for an expanded technically trained workforce will increase demands for training.

Southwestern College's Experience in Transborder Affairs

Southwestern College is the only institution of higher education located in the southern quadrant of San Diego County. Currently, a multi-ethnic population of approximately 326,000 persons resides in the 162-square-mile district service area. The main campus is situated in a geographic area of great social, cultural, and economic change, midway between the City of San Diego and the Mexican border City of Tijuana, one of the fastest growing cities in Mexico. A second satellite campus is located on the northern side of the border in San Ysidro.

As one of California's 107 community colleges, Southwestern College offers a comprehensive lower division curriculum, including university transfer and professional and technical preparation. Approximately 18,000 students attend day and evening courses at the two campuses. The student body includes 63 percent ethnic minorities. During the past decade the demographics of the college service area has shifted from being a majority of Anglo-Americans to a diverse populace. Currently, Hispanics represent 34 percent of the population; Asian/Pacific Islanders and Filipinos, 9 percent; African-Americans, 5 percent; and other ethnic groups, 4 percent. The general population of the area grew by 26 percent during the 1980s and is projected to continue to grow through the year 2010 to a total of 450,000, which would be a 38 percent increase. The growth, as projected, will include a larger proportion of ethnic minorities.

At the same time, the general population is growing at an unprecedented rate, the economic picture is changing from the agricultural base of a little more than a decade ago to a larger technological driven base. The downsizing of military operations and military-related industries is also forcing changes in and on the workforce. Within the Southwestern College service area there are seven diverse communities that share the economic and cultural influences resulting from being adjacent to the United States-Mexico international border. The area boasts 5,987 business firms. The two major economic enterprises of the district are services, which employ 2,130, and retailing, which employs 1,812. Of growing importance are finance, insurance, underwriting, real estate, wholesaling, manufacturing, transportation, utilities, and construction. The number of employers in agriculture and mining is relatively small but lends diversity to the economic pattern of the geographic area. Finally, the number of public administration employers, while

not large, provides the basis for a large share of jobs in the community.

Southwestern College has adapted to an international setting as a result of the broad vision of its governing board. In 1988, the college established a Small Business Development and International Trade Center. The Center is part of the California Small Business Development Center Program, which is a partnership between the State of California and the United States Small Business Administration. The Center provides management and technical assistance to small business in the area. It also provides consulting services in business planning and management, marketing, financial advisement, and international trade.

According to the Department of Commerce, of the estimated 5,000 manufacturing operations in the southern portion of San Diego County known as the South Bay, 1,500 are primarily small businesses and are involved in some form of international trade. It is estimated that because of the growing markets already existing in Mexico, the number of small businesses involved in the international trade along the California-Mexico border could double. Approximately 50 percent of all United States imports are generated by small business. Due to the increase in trade along the border, manufacturing in San Diego County is expanding rapidly. The area's activity in international trade is growing steadily. For example the areas' foreign trade growth rates include: Mexico, 32 percent; Asia, 28 percent; and Europe, 26 percent.

As a result of the increased activity in small business and international trade, the Center has influenced changes in the college curriculum. For example, the college now offers certificate programs in international trade, as well as *maquiladora* and small business management. The Center also develops and offers various seminars, workshops, and conferences on small business and international trade.

Community colleges can make their contributions by continuing to provide the essential training for managers, supervisors, technicians, and support staff.

Under the auspices of the United States Department of Education, the college has established an International Business and Education Project. The aim of the project is to expand and further improve international education at the college. This has led to the development of a number of working partnerships with several international agencies and institutions. An international faculty and student exchange and internship program has been established with universities and technical schools in Mexico. There is also a great deal of work being undertaken to further internationalize the curriculum.

Conclusion

Southwestern College, as a result of the advocacy and support of the governing board, continues to play a leading role in community and transborder affairs. The activities of the Small Business Development and International Trade Center have boosted growth in international trade and economic development on both sides of the border. The college has cooperative agreements with many trade organizations, business, and *maquiladora* associations, Mexican as well as American.

Cooperative projects with Mexican institutions, such as the development of a cross-indexed directory of the 500 leading businesses and industries of Baja California, Mexico, only further the social and economic bonds between our two countries. The project which was undertaken by Southwestern College and the CONALEP (a system of two-year technical institutions located throughout Mexico), is an excellent example of how community colleges can work on the international scene consistent with their mission.

Long before the NAFTA agreement was being framed, the United States-Mexico border area was integrated into a single economic region. The cities of the area are becoming more and more economically interdependent. The *maquiladora* industry, for example, has tremendous potential for economic growth along the border.

In a binational region, economic problems and solutions don't stop at the border. The key to regional economic development is to emphasize complementary roles. Neighboring countries like the United States, Mexico, and Canada can derive greater rewards by joining forces and working cooperatively than by continuously competing with one another.

There are three factors which influence the role of community colleges in support of NAFTA: first, the dramatic growth of international trade as an economic base for many regions along the United States, Mexican, and Canadian borders; second, the large number of small businesses requiring technical training and assistance to enable them to survive and prosper in a global economy; third, the need for information clearinghouses for small businesses desirous of becoming involved in international trade.

Community college governing boards greatly influence the role of America's community colleges in supporting their local communities in the emerging global economic arena. The Governing Board of Southwestern College has seen fit to steer our institution in ways which capitalize on the strengths of being an international border institution. ■

Will Congress Pass Comprehensive, High Skills, Workforce Development Legislation?

At the ACCT National Legislative Seminar in early March, a panel of national experts on workforce development issues discussed the federal initiatives currently under consideration, evaluated their chances of success, and answered questions posed by community college trustees and administrators.

Tim Barnicle, a consultant to the National Center on Education and the Economy, which produced the report "America's Choice: High Skills or Low Wages," and who coordinated the session, declared, "For those of us who have been in the education and training business most of our lives, this has got to be one of the most exciting times to be in Washington. I can't remember more attention being given to the issues we care about. No President in my lifetime has demonstrated the knowledge of, the interest in, the facility with, and the willingness to get the resources behind the workforce development issues that we heard in the 'State of the Economy' speech and followed through on in the budget outline by President Clinton. We have an extraordinary opportunity to make good on many of the things we have claimed for years we could do if only we had the opportunity to do them.

"Community colleges have put themselves in the middle of what is best in workforce development in the United States. You have something outstanding to build on if you pay attention, if you keep your eye on the ball, and if you deliver," said Barnicle.

Tim Barnicle, consultant, National Center on Education and the Economy

Barnicle outlined the "trinity" approach proposed by the Clinton Administration:

1. School-to-Work Transition (summer work programs, youth apprenticeship, tech-prep, job corps—all structured toward further education)
2. New Jobs, Next Jobs (extension of unemployment insurance and several dislocated worker programs brought together)
3. Better Jobs (programs to aid the development of high-performance work organizations, improving environment on the job)

When offering advice to trustees and administrators on the message they should take to Capitol Hill, the panel was unanimous in saying if community colleges ask for special consideration, like every group that visits the Hill, if they play the narrow game, they will lose. But if community colleges support the broad concept, registering a commitment to the "trinity plan," they will be well received.

"The strength of community colleges puts you at the table," said Barnicle. "If you are good and cost-effective, you will be a part of the process."

Trustees should make sure their Congressmen know what a good job their colleges are doing on the local level, said the panel.

Jon Weintraub is the senior staffer in Congress on employment and training issues and serves as staff director of the House Subcommittee on Labor and Management Relations. He said that because of a recent House reorganization, employment and training programs such as JTPA, Job Service, JOBS, and apprenticeship will be handled by four separate subcommittees, and we will have to deal with this sad structure.

Congress is looking critically at the JTPA. This Act has suffered from "management by minutia"—the inspector general's office and GAO come in after the fact and only look at whether every nickel and dime is in the right column. JTPA has been a ten-year experiment in governance, turning over a lot of public decision making to the private sector through private industry councils, and the federal government turning over responsibility to the governors, which perhaps was naive. Very few governors have been willing to take on state bureaucracies to try and integrate the services together.

Jon Weintraub, staff director, House Subcommittee on Labor and Management Relations

Photos Courtesy Bill Burke

Weintraub feels the first step taken by Congress will be the establishment of some kind of universal standards (readiness, skill level, skill specific), then reorganization of retraining programs, and finally efforts in school-to-work and apprenticeship. The result will be a system much like an inverted funnel, where clients will come into the funnel from second-chance systems or regular school systems; be assessed by the same standards; get whatever help federal, state, and local governments can give them; and achieve their goal in the workplace.

Rick McGahey, chief economic counsel, Senate Committee on Labor and Human Resources

Rick McGahey is the chief economic counsel of the Senate Committee on Labor and Human Resources. He has done a great deal of the work in the employment and training area over the last several years. "Having worked in economic development at the state level, I have a great regard for community colleges. I think that you will play a very important institutional role in helping to bring some of these ideas together," said McGahey. "We now have a President who has made human capital and human resources the centerpiece of his economic program. And Labor Secretary Robert Reich has underscored that commitment, so I think you are going to see an Administration that cares a great deal about these issues," said McGahey.

McGahey sees three issues moving through the Senate and through Congress:

1. Standards (educational and occupational, all voluntary, some federal oversite of the process)
2. School-to-Work Transition (apprenticeship, which will not work if seen as "tracking" and not a path to college; community colleges will be an essential component)
3. Lifelong Learning (driven by concerns for dislocated workers, community colleges are essential)

"We are at a crossroads concerning workforce development," according to Sally Sachar, who has served as senior policy associate for welfare and employment policy at the National Governors Association. She has recently moved to the Labor Department.

"You who work with community colleges are key players. We can make dramatic improvements in our workforce by the way we train our workers," said Sachar.

For their part, in February the governors adopted eight principles to ensure workforce excellence (see box, page 12). Over the coming months the governors will put more meat on the bones of these principles and will work with Congress, the Administration, labor, business, and education. They will be looking at major issues such as the appropriate state, federal, and local role for determining standards, examples of the best state apprenticeship programs, the best way to assure easy access, barriers to coordination, etc.

Sachar said the governors would agree that the role of federal legislation should be:

- to develop school-to-work passages throughout the United States,
- to allow for innovation and variety,
- to establish a national system, but one that is outcome-oriented, not project-oriented,
- to foster certain policies and goals but not be proscriptive with regard to structure,
- to support programs that are locally based, fit state strategies, and have large broad-based support, and

Sally Sachar, formerly senior policy associate, welfare and employment policy, National Governors Association, now with the Department of Labor.

- to embody key partnerships with business, labor, and education.

Bob Guttman was introduced as the major champion of federal employment and training policy from a Republican perspective. He is a member of the legislative working group of the "America's Choice" Coalition. Guttman focused on "governance" or "Who's in Charge?" which often is the key item in a conflict.

"Although there is a remarkable degree of consensus on broad workforce development issues, there is always the question of funding, there is a question of Congressional attention—issues move on, and there is the possibility of disagreements over who is in charge," said Guttman.

Robert Guttman, member, legislative working group, "America's Choice" Coalition

Another problem area is the "equal partnership" between the Department of Education and the Department of Labor, in which Labor is always dominant, according to Guttman. Employment and training programs are a major part of the

Department of Labor and are handled at a very high level. On the other hand, they are a very small part of the programs at Education, and are handled by a lower-level official.

"We've always been good at creating new programs—such as the proposed local labor market boards," said Guttman, "but what do you do with the existing structure, such as PICs, local vocational school boards, etc.?"

The panel agreed on the important role community colleges are bound to play in any future plan, as they have already demonstrated their effectiveness in so many of the areas being studied. ■

Governors' Principles to Ensure Workforce Excellence

The governors are vitally concerned with the competitive economic position of our states and the nation. A world-class economy will require both high-performance firms and workers. U.S. firms must upgrade production processes, improve products, seek new markets, and invest in workforce skills to compete successfully. Government should support these private sector modernization and quality improvement efforts, and must radically restructure its own strategies for delivering education and training services, in order to build a world-class workforce. To ensure that these efforts succeed, we must strengthen partnerships among business, labor, education, and all levels of government, and make workforce development an integral component of national, state, and local economic development policies.

1. States and the federal government should promote the development of high-performance work organizations by providing technical, financial, and training assistance to firms seeking to implement quality management improvement and modernization initiatives. Firms negatively affected by federal policy decisions, including defense downsizing and trade policy, should receive adjustment assistance. Federal assistance should be provided through state-based networks and build on existing state and local programs.

2. Wholesale change in the nation's approaches to workforce development is needed in order to create a coherent, customer-driven, results-oriented workforce development system. This system should be understandable, accessible, and responsive to the needs of local and regional businesses, workers, job seekers, and students. Customers should be able to receive information about the full array of services available, and be able to easily enter and re-enter the system at any point. This state-based system should be comprehensive, flexible, and designed to build on current strengths, and be managed at the local level to achieve desired results. A comprehensive national human investment policy should guide and support state and local efforts to implement such a system.

3. Job training and education programs should be available to the entire workforce and business community as part of a continuum of lifelong learning. At every stage in their lives, people should have the opportunity to equip and re-equip themselves for productive work through school and work-based learning.

4. Pathways for career development are needed for all young people. The workforce development system should effectively link education and work through career guidance, youth apprenticeship, and other options that enable young people to achieve the academic, occupational, and work-readiness skills needed for employment. Employers, unions, schools, colleges and universities, community-based organizations, and all levels of government must share the responsibility to ensure that such a system succeeds.

5. Broadly agreed-upon, world-class workforce standards are essential to raising the level of achievement of individuals and to promoting continuous improvement in the quality of services provided. Measurable national standards developed by business, education, labor, and government should specify the knowledge and skills needed to succeed in the modern workplace. Assessment of individual and institutional performance should be based on these standards.

6. National and state programs and policies should promote expanded private sector investment in workforce development and enhance the capacity of small and medium-sized firms to train their workers. Federal efforts should be designed to support state-based programs.

7. Legislative action is needed to integrate multiple, targeted federal workforce development programs into a comprehensive and flexible system. Specifically, current and proposed worker readjustment programs should be consolidated and delivered through this system.

8. Federal workforce development programs should be streamlined to eliminate barriers to effective service delivery caused by inconsistent definitions, planning and reporting requirements, and accountability measures. Incentives, including access to waiver authority and additional federal funds, should be provided to state and local governments to establish a comprehensive workforce development system.

—National Governors Association
February 1993

San Diego Partnership Creates Career Center

The San Diego Career Center, a partnership of the San Diego Community College District (SDCCD) and several state and local agencies, is a prime example of the creativity and innovation these difficult fiscal times can spawn.

The SDCCD, California Employment Development Department, San Diego County Department of Social Services, the local San Diego Private Industry Council, and Greater San Diego Chamber of Commerce have joined together to create a facility that provides a one-stop center for career assessment, job training, and retraining, as well as job placement assistance and social services for San Diego County residents. By combining resources, the partners are able to better coordinate services and continue to provide quality services with declining funding dollars.

Now in its second year, the center served more than 5,000 people in 1992 and has already outgrown its facilities. Three other community college districts in San Diego County will become partners in similar centers opening in their regions this spring.

The need for the Career Center, which opened in late fall of 1991, became clear as hard-hit Southern California industries that include defense, aerospace, banking, and electronics began large layoffs, which placed increasing demands on unemployment assistance and training resources.

Not only was the number of laid-off workers increasing, but it became apparent that this recession would be different from those in the past. Many

individuals affected by layoffs found that their skills were no longer marketable—jobs for which they were trained no longer existed.

Recognizing that the dislocated workers needed an assessment of their skills, the San Diego Private Industry Council (PIC), rather than seeking funding to develop its own assessment program, turned to the SDCCD, which already had in place a successful, in-depth assessment component.

The PIC also began discussions with local California Employment Development Department (EDD) administrators to determine their interest in the partnership and ability to contribute their Job Match computer system. The system includes job listings from all over the state and enables an individual to match his or her skills and desired work location with existing openings.

The Greater San Diego Chamber of Commerce has assisted the center in the development of entrepreneurship workshops, and the County Department of Social Services provides referrals and resources to assist economically disadvantaged persons.

SDCCD Board of Trustees President Maria Nieto Senour said, "Collaborations like the Career Center make sense for taxpayers, clients, and the agencies involved. We avoid duplication of services, clients get the services they need in one place, and the agencies inspire each other to new and more creative efforts to improve services."

One of the innovations to come out of this collaboration is what the center calls its "rapid response team." When a company reports it is planning a layoff, the Career Center contacts that company immediately and attempts to get a team of community college, Employment Development Department, and Private Industry Council representatives to that site within 24 hours. The team assists management and provides an orientation of services to the workers scheduled for the layoff.

"Ideally," said Career Center director Joel Brilliant, "we'd like to have employers call us prior to the actual layoff decision. That would give us an opportunity to explain resources that might exist to avoid layoffs, such as training or retraining, and funding sources that support or pay for those programs. We want to provide them with more information so they can make the best decision."

In developing the Career Center, selection of a site was deemed critical to

"Collaborations like the Career Center make sense for taxpayers, clients, and the agencies involved. We avoid duplication of services, clients get the services they need in one place, and the agencies inspire each other to new and more creative efforts to improve services."

its success. The site needed to be easily accessible via bus or private car and be strategically located near the clients it would be serving.

The 24,000-square-foot facility, located in the Kearny Mesa area of San Diego, includes three classrooms, a laboratory equipped with 32 computers, word processors for resumé preparation, training rooms, and a telephone room for job seekers to phone potential employers. The center plans to move into a larger facility nearby to accommodate expanding programs and the increasing number of people who need services.

For the laid-off worker, Career Center staff conducts a one-on-one assessment of the individual's skills, educational background, and special interests. Job search assistance, including interview techniques and resumé development, is available.

Full-time instructors and support staff from the SDCCD are assigned to the center, with instructors teaching literacy, high school equivalency courses, English, computers, and other subjects.

Valerie Edinger, SDCCD associate dean at the Career Center, said, "Our computer classes are booming. We have an IBM computer lab and will soon be opening an Apple Macintosh lab."

Another outgrowth of the Career Center is a long-term plan to have centralized assessment for all JTPA providers, Edinger said. "Now the dozens of JTPA providers in the county who assess clients have a tendency to refer them to their own training and job-readiness programs first.

"At the Career Center we've developed a system, which we hope to expand countywide, where the agency doing the assessments is not the same one doing the referrals. Community colleges assess and the EDD takes our information to make referrals. This way people are being referred to programs that best match their interests, and they will be more likely to complete and get jobs."

The Career Center's coordination of workforce programs is what center director Brilliant said may soon be required nationwide in all federally funded training programs. "What Labor Secretary Reich has identified across the nation in workforce programs is a preponderance of fractured and disconnected efforts," Brilliant said. "We are successfully doing what he envisions in the future throughout the country."

Successful integration and coordination of services did not come without problems, according to associate dean Edinger. "It was hard in the beginning because we all had to deal with our own internal policies and different ways of doing things," she explained.

"But we sat down, worked it out, and know it can be done. We've not only eliminated duplication in programs, but we've also eliminated some duplication of paperwork and now provide consistency and coordination of services." ■

—Barry Garron, Communication Services, San Diego Community College District, California.

CALENDAR

Trustee Education Opportunities May–July 1993

May

6–7
North Carolina Association of Community College Trustees
Greensboro, NC

12–14
Trustees Association of Community and Technical Colleges of Washington State
Everett, WA

15
Ohio Association of Two-Year College Trustees
Columbus, OH

20–22
ACCT Central/Northeast/ Southern Region Seminar
Nashville, TN

25–28
NISOD International Conference on Teaching Excellence
Austin, TX

28–30
California Community College Trustees
San Francisco, CA

June

3–5
ACCT Western Region Seminar
Jackson Hole, WY

11–12
Illinois Community College Trustees Association
Oak Brook, IL

July

15-17
Michigan Community College Association
Traverse City, MI

18-21
League for Innovation Leadership 2000
Washington, DC

23-24
Wisconsin VTAE District Boards Association Annual Meeting
Wisconsin Rapids, WI

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Gardner, Booth. "Community and Technical College Trustees: At the Heart of the Only Possible Solution to Our Economic Problems." Spring 1992, pp. 14–15.

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Topic Suggestions Needed for *ACCT Trustee Quarterly*

The ACCT Communications Committee needs your help in identifying topics to be covered in future issues of the *Trustee Quarterly*. In the *Quarterly*, trustees find feature articles and shorter "departments" on all major areas of trustee responsibility. The focus is on the board's role in policy development and strategic planning, the policy-setting implications of issues, and current trends affecting community colleges.

If there are topics which you feel should be covered in future issues, please contact Sally Hutchins, Editor, ACCT *Trustee Quarterly*, 1740 "N" Street, NW, Washington, DC 20036.

Guidelines for Authors *ACCT Trustee Quarterly*

Articles should focus on the interests of the audience, which primarily consists of lay governing board members of community, technical, and junior colleges.

Articles should address various areas of trustee responsibility, stressing the board's role in policy development, the policy-setting implications of issues, and questions to ask staff. Articles can also provide the latest information trustees will find useful, such as trends which will impact community colleges.

Authors are encouraged to contact the editor with story ideas before submitting a manuscript.

KEYNOTE SPEAKERS

Among keynote speakers confirmed to speak at the conference are:

Suanne D. Roueche
Director, National Institute for Staff and Organizational Development (NISOD)

Jacquelyn M. Belcher
President, Minneapolis Community College

Norman R. Nielsen
President, Kirkwood Community College

Cheryle W. Mitvalsky
Executive Director, Kirkwood Foundation

Eduardo J. Padron
Campus President, Miami-Dade Community College—Wolfson Campus

Castell V. Bryant
Dean of Students, Miami-Dade Community College—Wolfson Campus

Suzanne Richter
Dean of Instruction, Miami-Dade Community College—Wolfson Campus

Kathie S. Sigler
Dean for Administration, Miami-Dade Community College—Wolfson Campus

José Vicente
Dean of InterAmerica Center, Miami-Dade Community College—Wolfson Campus

Harold L. Hodgkinson
Director, Center for Demographic Policy, Institute for Educational leadership

LEADERSHIP 2000

July 18-21, 1993 Grand Hyatt Hotel Washington, D.C

The Fifth Annual International Conference on Leadership Development in Community Colleges conducted by the League for Innovation in the Community College and the Community College Leadership Program, Department of Educational Administration, College of Education, The University of Texas at Austin with support from the W. K. Kellogg Foundation.

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"Leadership 2000" is an international conference to support the professional development of community college leadership teams, including trustees, chief executive officers, faculty, staff, and administrators. The purpose of the conference is to promote effective leadership in community colleges and to encourage the expansion and diversification of leadership teams. Both leadership teams and individuals are encouraged to attend.

The conference is cosponsored by major national and state community college organizations. It will include over 120 presentations by national leaders and college teams who will focus on leadership development, political and financial strategies, diversity and access, institutional effectiveness, economic development, business and industry alliances, managing and supporting technology, total quality management, federal programs, governance, team building and collegiality, board/CEO effectiveness, staffing for the new century, environmental issues, community coalitions, distance education, workforce training, organizational restructuring, academic leadership, and other related topics.

PRECONFERENCE WORKSHOPS

A "Learning to . . ." series of preconference workshops has been scheduled on the following topics important to community college leaders:

- "Learning to Assess Institutional Effectiveness"
- "Learning to Develop a Successful Foundation"
- "Learning to Implement Total Quality Management"
- "Learning to Negotiate the CEO Contract"
- "Learning to Plan for Retirement"
- "Learning to Right-Size the Institution"

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Opinions expressed are those of the authors and not necessarily those of ACCT.

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SUMMER 1993

TRUSTEE QUARTERLY

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FEATURE

The Role of Trustees in State-Level Lobbying

by Lawrence A. Nespoli

Why should community college trustees participate in state-level lobbying? First and foremost is the fact that state legislators are generally uninformed—or worse yet, misinformed—about higher education. There are exceptions, of course. But, in general, we should never assume that state politicians understand and embrace the traditions and values of higher education.

One board chair learned this lesson the hard way while showing an influential legislator around campus on a Saturday afternoon. "Joe," asked the legislator, "can you tell me about how many hours faculty members teach here at the college?" Having been properly briefed by his president, the trustee said that on average the faculty load at his state college was about nine hours. The legislator responded, "My goodness, taxpayers can't complain too much. That's a pretty good day's work!"

Editor's note: ACCT strongly supports trustee involvement in state lobbying and state associations. This article reflects one state association executive's opinion on effective strategies and techniques. Lawrence A. Nespoli is executive director of the New Jersey Council of County Colleges.

This story, while humorous, does make the serious point that legislators oftentimes have precious little understanding about how higher education actually conducts its business. Many have even less understanding of the role of community colleges. The moral of the story is that if we want the support of legislators, we must work hard to see that they are better informed about how our colleges serve the voting public.

But why trustees? Why should trustees play a role in informing and lobbying legislators? Isn't that the responsibility of presidents and senior staff? The answer is yes, presidents and staff must of course be active in the state-level political arena. But there is nothing quite as effective as trustee participation in lobbying.

Presidents, to some extent, will always be seen as "hired guns." They are paid to advocate on behalf of their colleges. When lay trustees, on the other hand, give freely of their time and energy to lobby for their colleges, the impact can be much more powerful. In addition, whether elected or appointed, trustees represent a constituency—they are political—and legislators can relate to them.

Trustees will also do well to note that there is a new federalism emerging throughout the United States in response to the Reagan and Bush Administrations' distaste for federal regulations. As a result, states are now playing a more active role than the federal government in setting public policy.

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This is not likely to change much in the early days of the Clinton Administration, given the size of the federal deficit and the limitations the deficit will place on the role of the federal government in higher education. In short, state government is where the action will be in the 1990s on a wide range of public policy issues. Thus, the time has never been better for trustee participation in state-level lobbying.

Community Colleges Have Great Political Potential

The good news for community college trustees is that our college have more political potential than any other sector of higher education.

Former Speaker Thomas "Tip" O'Neil once said, "All politics is local." What he meant by that statement is that all politicians, no matter what office they hold, are first and foremost local politicians. They are elected by a geographically defined population, and thus they will always give their very highest priority to the needs of *their* district and *their* voters.

Applied to higher education, this means that legislators will primarily be concerned about *their* college. This is a tremendous advantage for community colleges, since we have more colleges in more legislative districts than anyone else.

In politics, the bottom line is always measured in numbers and, more specifically, voting numbers. Again, this plays to the community college advantage. Simply put, community colleges have more students, more faculty, more trustees, and, most importantly, more voters than other higher education sectors. We simply have to get smarter at putting this political potential to work.

What Community Colleges Do Not Have

For all of the political potential that community colleges do have, we must also recognize that there are other tools that senior colleges can bring to the table.

For example, senior colleges, especially private colleges, have a perceived status and prestige that open-door community colleges will never have. One state association for private colleges reports that it typically attracts the state's entire Congressional delegation to its annual dinner. Community colleges will be hard pressed to match that kind of record.

Senior colleges, because they are older institutions, also tend to have more influential alumni in the state legislatures. Even when legislators are community college graduates, they have typically gone on to graduate from senior institutions as well, so their allegiances are mixed at best.

Senior colleges can also bring the considerable asset of intercollegiate athletics to the political table. Successful major sports teams engender enthusiasm and good public relations on their campuses. Additionally, 50-yard-line tickets or front-row seats to an important game can add up to considerable political influence in our sports-minded society.

For all these reasons and others, community colleges must get better at tapping the political potential that they do have—their grassroots political potential. And here is where trustees can play a critical role, both at the local level and through their state trustee associations.

Tips for Trustees to Use Locally

Here are a few suggestions for trustees to keep in mind as they get more active in lobbying state legislators within their local communities.

Use Nonstop Lobbying—Lyndon Johnson once remarked that "the time to make friends is before you need them." This is excellent advice to keep in mind when nurturing good, lasting relationships with state legislators. Legislators are bombarded with hundreds of requests during the course of a typical legislative session. They will clearly look with more favor on those requests that come from people who have taken the time to get to know them and their legislative priorities personally.

Involve Legislators in Campus Activities—The academic calendar presents countless opportunities to get legislators involved in campus activities. Commencement is the obvious and most frequently used example, but there are many others, such as inviting legislators to ground-breaking ceremonies and awards ceremonies, encouraging legislators to serve as guest lecturers, or simply meeting with legislators on campus for a discussion over breakfast, lunch, or dinner.

Hold Receptions for Entire Legislative Delegation—There is something very positive about the group dynamic that occurs when the entire legislative delegation is invited to a reception on campus in its honor. This requires much more coordination and attention to legislative protocol, but when done well it is a very effective activity.

Offer Staff Support to Legislators Through Cooperative Education—Most state legislators have very little paid staff support. They are always looking for help. Most colleges have cooperative education programs that provide students with employment experiences while they are completing their studies. The match is a natural, and legislators will be very grateful for the offer.

Be Brief—Educators are notorious within political circles for taking far too long to say what needs saying. When engaged in lobbying, always keep in mind that legislators are incredibly busy people. They have hundreds of issues on their plates, and will appreciate your recognition of that fact. Thus, you will always help your cause by being brief and direct. In writing to legislators, get immediately to the point. A good rule of thumb is to keep your correspondence to one page.

Learn to Compromise—Politics is about the art of compromise. Don't get mad when you can't get immediate support for a bill. Get even by recognizing that progress in politics comes incrementally. Take what you can get, and then come back to push for more when things have cooled off a bit. Your hard work and persistence will pay off.

Treat State Politicians as Local Dignitaries—Community colleges tend to give a lot of attention to county and municipal politicians. This is especially true for colleges that receive funding from local government. For real progress to occur in the State House, community colleges must reach oat to state politicians with the same commitment and enthusiasm that they give to local politicians and community leaders. This is the benchmark against which state lobbying activities should be measured.

Recognize the Self-Interest of Politicians—Trustees, because of their more objective perspectives as lay persons, can help their colleges better understand the self-interest of legislators. Politicians, like everyone else, want to be successful in their careers. More to the point, they want to get reelected. Colleges should recognize these political "facts of life" and respond in helpful ways when they can. Political fund-raising is one possibility. But there are other less controversial ways to provide support to a politician who has been a friend. For example, trustees can provide needed manpower on political activities like speech writing, and they can provide legislators with access to community leaders.

Participate in Partisan Fundraising—Politicians need to raise funds. This is a basic fact in the American political system. While a college and a board must never align itself with one party or candidate, it is entirely appropriate for individual trustees to do so. Trustees can and should contribute to political fundraising campaigns. More than that, trustees should attend fundraising dinners and related activities. These events offer superb opportunities to speak directly with state political leaders on important policy issues.

Statewide Strategies for Trustees

In addition to lobbying individually within their local communities, trustees should also look for ways to join forces with their fellow trustees from other colleges on statewide lobbying efforts. While the community-based nature of community colleges is an asset when it comes to delivering programs in response to local needs, this same characteristic can be and often is a significant liability in the politicai arena. When community colleges act parochially, pursuing only their own institutional interests, they oftentimes send competing and even conflicting messages to state legislators. The goal should be to speak with one voice as often and as loudly as possible.

Here are a few suggestions for trustees to keep in mind as they get more active in statewide trustee associations.

Get Organized—At least 24 states currently have a statewide community college association of some kind. Within these, there are two predominant models: (1) Thirteen states have a separate state trustee association and/or a separate presidents' association; (2) The other states have one state association for both trustees and presidents and, in some cases, faculty and students are included in this one organization as well. How states are getting organized is perhaps less important than the fact that they are getting organ- ized. The goal in all cases is to develop a statewide lobbying force that speaks powerfully with one voice on important community college issues.

Provide Adequate Financial Support—As the saying goes, "You get what you pay for." If community colleges want to be a major player on the statewide political scene, they must be willing to provide an adequate level of support to their state association. As a general guideline, states should look to fund their state associations at a level equal to at least one tenth of one percent of the total expenditures of their member institutions. For a state with $300 million in community college expenditures, that would mean a state association budget of $300,000. State associations are typically funded through assessments paid by the member colleges, with assessments based partly on college size. In this example, the largest college paying the largest assessment would pay less than the salary of one support staff member on its campus.

Use Professional Political Lobbyists—In addition to having their own professional staff, it is wise for state associations to contract with professional political lobbyists on an as needed basis. A well-established, well-connected lobbyist can provide access to important legislators at critical times during the legislative process. The key ingredient here is integrity. Look for a lobbyist who has an impeccable track record for providing accurate information when asked. And look for a lobbyist who is respected by both Democrats and Republicans.

Target Key Legislators—Regardless of how many legislators your state may have, in all states the really important decisions are generally made by a handful of key legislators. Know who they are and give them special attention. First and foremost are the four legislative leaders—the Senate President and the second in command in the Senate plus the Speaker and the second in command in the lower House. Additionally, there are four committees that deal most directly with community college issues—two education (or higher education) committees and two appropriations committees. The chairs and vice-chairs of these key committees are especially influential. Policy matters will be assigned to the education committees; budget issues will go to the appropriations committees. Finally, it is important to identify "champions" whenever and wherever possible—legislators who will be willing to forcefully take the lead when community college issues are discussed by legislators behind closed doors.

Identify Key Legislative Staff—Sometimes key legislative staff can be as influential as legislators themselves in moving an important bill. This is especially so in states that do not have full-

time legislators. While it is the legislators who ultimately vote, it is the staff who inform the legislative body and schedule its business. In the larger states, legislators have personal staff. All states have an Office of Legislative Services or the equivalent. Some states also have partisan staff. In any case, get to know who the key senior legislative staff are, and give them the same kind of attention devoted to elected officials.

Encourage Coalitions with Faculty Groups—The relationship between campus administrators and faculty is often adversarial in nature. This is especially true in states with collective bargaining. We seem to spend a great deal of time and energy in fighting over how to divide a diminishing financial pie, and very little time on joining together to expand the pie. Trustees, as the lay leaders of our colleges, can encourage coalition building among campus groups. From a purely political perspective, it makes a whole lot of sense for the administrative leadership and faculty to join together in advocating for the common community college political agenda.

Support Student Advocacy Efforts—Similarly, it makes sense for trustees to support student involvement in lobbying efforts. After all, students (and their family members) represent by far our largest political constituency. Many states require student representation on our boards of trustees. Their active participation on the board should be nurtured. Additionally, student government leaders should be encouraged to participate in activities such as meetings with legislators, letter-writing campaigns, and student rallies. While there is always some risk involved in student-sponsored events, proper planning and coordination by campus staff can minimize those concerns. In most cases, the potential for mobilizing political goodwill and influence will far outweigh the risks taken.

Consider the Methods of Political Action Committees—PACs can be very effective in organizing and mobilizing political support. Within higher education, however, they have not been successful. Furthermore, in recent years the public climate toward PACs has become quite negative, especially as it relates to campaign finance issues. Thus, any campus or state considering organizing legally into a PAC should do so with great caution. However, community college leaders would also do well to use some of the activities of PACs, without organizing as a PAC per se. For example, organizing letter-writing campaigns, staffing telephone banks, disseminating literature to key groups, etc., are effective grassroots political activities that all community college state associations can do well if they make the commitment to do so.

Conclusion

The good news is that community colleges have great political potential. Furthermore, they are an "easy sell." They are on the right side of so many important state policy issues—educational opportunity, affordability, job training and economic development, and many others.

The not so good news is that community colleges have not yet begun to fully tap their political potential. And given our local, community-based nature, it is very difficult to do so. But we must make the effort. Our trustees, especially, must make the effort.

The politics of higher education is inescapable and inevitable. We can either get involved or step aside and allow others to decide our fate. Given the high stakes for our community colleges, we must choose "to get in the game" and play the game to the best of our ability. Most importantly, we must, have strong trustee participation in our lobbying efforts, and we must mobilize that participation in a statewide way. ■

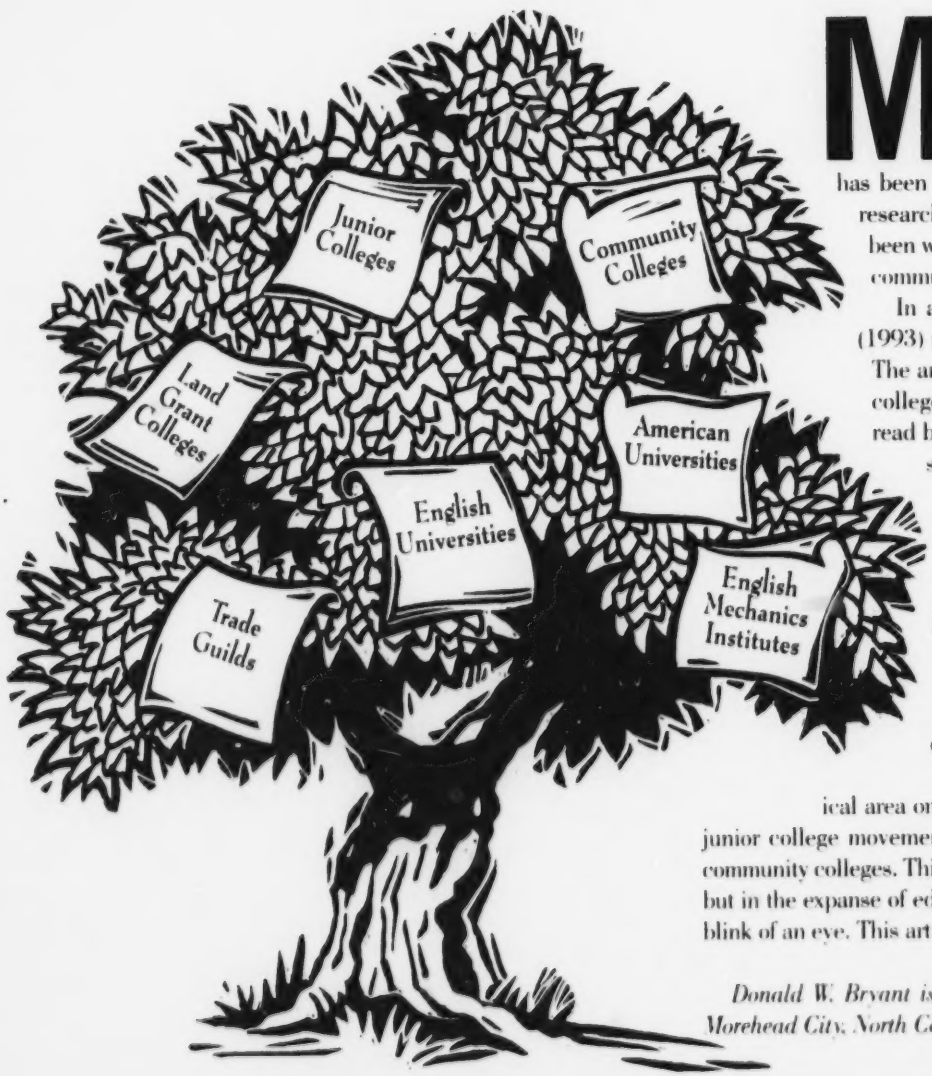
State Community College Associations Involving Trustees

Arizona Association of District Governing Boards (part of Arizona Community College Association)
California Community College Trustees (part of Community College League of California)
Florida Association of Community Colleges
Illinois Community College Trustees Association
Iowa Association of Community College Trustees
Kansas Association of Community Colleges
Maryland Association of Community College Trustees (part of Maryland Community College Association)
Massachusetts Community College Association
Michigan Community College Association
Mississippi Association of Community and Junior Colleges
Missouri Community College Association
Nebraska Community College Association
New Jersey Council of County Colleges
New Mexico Council of Independent Community Colleges
Association of Boards of Trustees of Community Colleges of SUNY
North Carolina Association of Community College Trustees
Ohio Association of Two-Year College Trustees
Oregon Community College Association
Pennsylvania Federation of Community College Trustees
South Carolina Association of Technical College Commissioners
Association of Texas Community College Trustees and Administrators
Texas Public Community/Junior College Association
Trustees Association of Community and Technical Colleges of Washington State
Wisconsin VTAE District Boards Association
Wyoming Association of Community College Trustees

FEATURE

Community College Ancestors: What Are Our Roots?

by Donald W. Bryant



Many people, even those intimately connected to the community college movement, know little of the movement's past. Many complain that little has been written about community colleges, and what has been generated has been written by university researchers and writers. However, even less has been written about the history and development of community colleges.

In a recent issue of the *AACC Journal*, Frye (1993) makes the following observation:

> The amount of history written on the community college is pitifully small. The amount of history read by community college professionals is even smaller. At national conventions, at state and regional meetings, at meetings of community college staff in student services, finance, technical education, transfer areas, and others, historical analysis is almost unknown as a part of the proceedings.

This raises the age-old question, "If you don't know where you have been, how can you know where you are going?"

Most of what has been written in the historical area only goes back as far as the beginning of the junior college movement, the immediate predecessors of today's community colleges. This only takes us back as far as the late 1800s, but in the expanse of educational history, this is only as long as the blink of an eye. This article will go back well before the late 1800s.

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It is necessary to define what the community college movement is currently before attempting to research its ancestry. Yet the definitions available reflect an evolving image. For example, Cohen and Brawer (1989) indicate, "It seemed most accurate to define the community college as any institution accredited to award the associate in arts or science as its highest degree. But that definition may not suffice for long." Cohen and Brawer go on to say:

> After seventy-five years it has yet to adopt a name that describes its functions. "Identity" or "image" remains one of the most serious concerns of community college educators—a concern that has been with them almost from the beginning. It will...remain with them as long as the community college remains for students a second or lower choice rather than an equal choice with other higher education institutions and as long as educators and leaders of their professional organizations continue to emulate chameleons in adopting and dropping one educational fad after another, all in the name of innovation.

Currently, the movement is defined as comprising institutions which are two-year, comprehensive, open door, and offer curriculum programs leading to degrees, diplomas, and certificates in transfer education, general education, and vocational and technical education, and which also offer continuing education credentials in compensatory education, remedial education, literacy education, and community service education. Yet the characteristic most often associated with community colleges is practical, job-oriented education. With that bit of background information, what is the ancestry of the community college movement?

With human genealogical research, it is necessary to start with a person's parents and work backward. With institutional genealogy it is possible to go back to the very roots of education and work forward. It is also possible to trace relationships from institution to institution or to trace strands of philosophy.

Higher education as we know it today was born sometime between 1100 and 1200 A.D., when people gathered in numbers large enough to create towns and cities that were dependent upon the exchange of goods and services for their very existence. The governance structure of the time demanded that individuals be educated to carry on the business of government. The growth of business and trade required that individuals be trained in computation and letters so that the procurement of business was possible. The early universities were nothing more than collections of individuals brought together on the model of the trade guild. They were groups of individuals with similar interests or goals brought together in *vocational schools for the professions*. The typical professions were businessman, lawyer, clergyman, governmental worker, and physician.

There has always been prejudice against vocational or practical education.

What were the skills that these professions needed at that time? The skills needed were primarily skills one normally associates today with a liberal arts education. The key to this understanding is that while the universities (called universitas, guild, or studium) were considered vocational, their instruction was directed at the professions. Since the ultimate benefactors of the instruction were the professions, the curriculum was oriented to liberal arts. For example, the basic curriculum included grammar; rhetoric, which was the skillful use of speech; and dialectic, which is argumentation very similar to the process used in today's courts of law. The secondary curriculum included arithmetic, music, geometry, and astronomy.

From the very beginning of higher education, there has been prejudice against vocational education. The earliest universities were divided between those that were international in nature, and did not specialize in any particular type of instruction, and the second group, which were not considered international and did particularize their instruction to specific types of instructional areas. The original distinction also included a dichotomy based upon perceived excellence. The less specialized institutions, called universitas generalia, were perceived as higher caliber than the others, which were termed universitas particularia. Later, the distinction was based upon decree of the church as the vocational prejudice actually came to be somewhat institutionalized.

From these humble beginnings in Italy and France, the university movement spread throughout Europe and across the English Channel. The two major early English universities that trace their lineage to the European roots are Oxford, which was started in the late 1100s, and Cambridge, which began in the early 1200s, as scholars filtered over from Oxford. The curriculum of these universities did not differ greatly from those of other great universities on the continent, but the universities differed in philosophy. English universities, unlike their counterparts on the continent, consisted of separate colleges which emphasized concern for the individual as a person as well as a scholar.

Moreover, these colleges enjoyed a great deal more freedom as autonomous units within the university than did the universities on the continent, which were treated as autonomous wholes in themselves.

The English universities seemed to thrive until the periods of the Reformation and the Enlightenment (the 16th century and the first half of the 17th century), when their autonomy and self-regulation were weakened and they became instruments of sectarian propaganda. Universities became irrelevant and were perceived as havens for aristocratic students who had little true interest in higher education.

In the 1820s, recovery began in the area of vocational education with the formation of academies and mechanics institutes. This was the first of many examples where economic necessity was the mother of academic change in the form of vocational education. Moreover, the universities themselves began to democratize higher education somewhat. Students were recruited from classes other than the elites bound for the professions (gentry, merchant, and professional families) including yeomen, artisan, and even tenant and copyhold families. One of the most important changes was that the university ceased to be primarily the educational organ of the church for the development of church leaders. The purpose of the university was expanded.

The ancestry of American higher education institutions can be traced to the county colleges or universities of England. As colonists came to America in the early 1600s, they brought the English pattern of university structure with them. One of the first accomplishments after basic necessities had been met, was the founding of Harvard University in 1636. The university was established, along with other early universities, to train ministers, advance piety, and to provide for the leadership necessary for a young struggling nation. The curriculum that was established varied little from the curriculum that had been offered for hundreds of years in continental Europe and England. The standard courses included grammar, rhetoric, logic, Latin, Greek, moral philosophy, and a sampling of the sciences and math. The clientele of the American colleges also resembled that of English universities and changed little over the next 200 years. Even though the English universities had opened their doors somewhat in the late 19th century to admit a wider variety of people, education was still basically for the privileged few. So it was in America. Colleges served the privileged few with a curriculum that became more and more irrelevant with the passage of time.

Vocational or practical education has always been started to fill a void in response to a definable need.

In America, as in England in the late 1800s, society began to change, and economic necessity began to mandate change in the curriculum. Whereas the early liberal arts curriculum in Europe was perceived as vocational because it met the needs of society for hundreds of years, that same curriculum in America was perceived as irrelevant because times were changing. The new country was being opened up, and there was a drastic need for men with particular vocational skills; skills such as engineering, surveying, navigation, and ordnance.

One of the earliest and most influential reformers who pushed for vocational education was Thomas Jefferson, who argued sternly for a práctical education based upon the needs of the emerging country. Yet even a man of his ability and reputation had trouble with the ingrained prejudice against vocational education. It took several decades before his concept of practical education gained any foothold in America. Initially, the University of Virginia, where Jefferson started his "experiment" in 1824, only awarded diplomas in lieu of degrees. It was not until 1831 that the university began to offer degrees, and degrees were only awarded to individuals who received diplomas in the five schools of ancient languages, math, natural philosophy, chemistry, and moral philosophy. The message was clear. Individuals receiving advanced instruction in practical areas did not merit *degrees*. Only those receiving instruction in the liberal arts deserved degrees. The prejudice that had first manifested itself at the very beginning of higher educational history in ancient Europe was still alive and well. In fact, there was so much resistance to curriculum change during this time that the great universities came together to issue a historical statement in support of the old way of doing business. That report, the "Yale Report of 1828," strongly supported the old order of business in the form of liberal arts education for the elite.

Despite the reticence of many educators to be moved, the agitation for change was in the works. In the 1850s, spurred on by the European ferment of movements like the mechanics institutes, both Yale and Harvard established scientific schools and offered the first B.S. degrees. Yet the ingrained prejudice against practical edu-

cation reared its head in the form of making the requirements for the B.S. degree lower than the requirements for the B.A. degree, and students studying in scientific areas were considered of inferior ability to those studying in liberal arts areas.

Nevertheless, the requirements of the period for a more practical education could not be denied. The crescendo of demand resulted in the passage of the Morrill Act of 1862, which ultimately legitimized the place of vocational, technical, and engineering studies in higher education. The Morrill Act established a number of institutional and curriculum changes that are closely related to the activities associated with the community college movement: It demanded curriculum modification in land grant institutions that were established by the Act and it demanded a more practical curriculum with emphasis upon usable knowledge specifically in the areas of the mechanics arts and agriculture.

The prejudice against practical studies was not avoided despite the ultimate success of the land grant institutions. People looked down upon them, admissions standards were initially lowered for these institutions, and their true impact upon society was very slowly accepted. There was even a kind of vocational prejudice within the institutional movement itself; those studying the mechanics arts were looked upon with more favor than those who were studying in the area of agriculture. Ultimately, they took their rightful place as an indispensable part of the higher education movement on an equal basis with other institutions, but not without years of discrimination and jokes based upon the fact that these institutions specialized in the "practical arts."

In the late 1800s, however, another movement had a tremendous impact on the eventual birth of community colleges. This was the university movement with Germanic influence which was predicated on research, emphasis on scientific studies, divesting universities of secondary students, lack of emphasis on the teaching function, and turning the focus of concern away from the student. Some of these influences, particularly divesting universities of secondary students and lack of emphasis on the teaching function, led to the formation of the junior college movement.

Vocational oriented institutions have received their genesis, nearly without exception, from the disenchantment of society with existing institutions offering a more liberal education.

The roots of the junior college movement stemmed from the mid 1800s. Cohen and Brawer (1989) relate the following:

> Proposals that the junior college should relieve the university of the burden of providing general education for young people were made in 1851 by Henry Tappan, president of the University of Michigan; in 1859 by William Mitchell, a University of Georgia trustee; and in 1869 by William Folwell, president of the University of Minnesota. All insisted that the universities would not become true research and professional development centers until they relinquished their lower-division preparatory work.

In 1892, William Rainey Harper, an educator at the University of Chicago, motivated by others who had similar inclinations such as Edmund J. James of the University of Illinois and David Starr Jordan, president of Stanford University, separated the first two "teaching years" of college instruction from upper level university work. They believed that the higher educational system in the United States could benefit by following the European model whereby the universities would be responsible for higher-order scholarship and the junior colleges or lower schools would provide training in vocational and technical education.

Some also contend that the community college movement stems from secondary schools. Diener (1986) edited a group of early works, some of which indicate a secondary school connection. For example, Burgess in 1884 (cited in Diener, 1986), indicated that the high schools could add two or three years to their curriculum to prepare students for the work of the university. Barnard in 1871 (cited in Diener, 1986), stated that secondary schools in the District of Columbia could add two extra years, which would prepare students on a par with what was currently being done in the first two years at a university.

As the two-year college movement gained force, governmental recognition of the value of these colleges was provided by President Harry Truman's Commission on Higher Education, which in 1947 indicated the importance of fostering the growth of these institutions. Cohen and Brawer (1989) indicate the rationale of the Commission as follows:

> Because...around half of the young people can benefit from formal studies through grade 14, the community colleges have an important role to play.

The commission also suggested changing the institutional name from junior college to community college because of expanded functions.

The Commission recognized the changing needs of society. It perceived the need for large numbers of people with practical skills and also the need for all members of society to have a higher level of education to meet current and future manpower requirements. Similar to situations in medieval Europe and in late 19th century England and the United States, economic necessity was the mother of a more practical approach in education: an education that was becoming increasingly open to more members of society.

Community colleges have gone on to become the fastest-growing segment of higher education, but they still suffer image problems stemming from their close connection to practical education. As Cohen (1992) indicates in one of his recent works, "The community colleges are still struggling for recognition..." Moreover, many people still perceive community colleges as a "second or lower choice" in their educational pursuits.

What then can be summarized about the community colleges' past? **Institutionally,** community colleges can trace their ancestry through the junior college movement, the high school movement, the land grant institutions, early colonial colleges, English county colleges such as Oxford and Cambridge, and to their medieval ancestors in France and Italy.

Nevertheless, it is more instructive to look at the characteristics or **philosophical strands** of these colleges. The practical, job-oriented emphasis of community colleges and their propensity to open up educational opportunities can be traced to junior colleges, to the land grant institutions in the United States, to the scientific studies of early American universities in the mid 1800s, to the English mechanics institutes during the same period of time, to the early English universities with their student emphases, to the medieval universitas particularia.

What generalities can be made about the past from a look at the genealogy of community college education? One often hears comments about the second-class citizenship of community colleges. They are alternative schools when one cannot go to "a regular college or university." They are places to go to learn a trade in order to get ready for the workplace. Some of this commentary may stem from the fact that they are the "new kids on the educational block." Nevertheless, much of this perception comes from the fact that community colleges are closely associated with practical education.

As vocational-oriented institutions have received their genesis from the demands of society for more practical education, education has been opened up to a wider variety of individuals.

Generalizations learned from community college history:

(1) There has always been prejudice against vocational or practical education.

Whether one speaks of universities particularia; mechanics institutes; selected early universities such as the University of Virginia, that tried to branch out with more practical subjects; early universities that tried to offer B.S. degrees; the land grant institutions; junior colleges; or community colleges, all have been initially viewed with disdain and have had to work to overcome the stigma of specializing in a more practical education.

(2) This prejudice is not likely to change.

This prejudice against practical education has not abated for almost a thousand years as the genealogical trace shows, and there is no evidence to indicate that this will change. One often hears stories of how vocational programs are separated both physically and sociologically from those of general education and transfer education; stories of how minority students are placed in vocational and technical areas rather than the more elite transfer areas; and stories of how transfer faculty are perceived in a different light than instructors who teach in the vocational and technical areas. Community colleges cannot change human perception. All they can do is to continue to do well what they do best.

(3) Vocational or practical education has always been started to fill a void in response to a definable need.

The universitas particularia were started because there were needs for specific types of training, and they were easier to start than the universitas generalia. The mechanics institutes were started because the English universities were not meeting societal needs for specific types of personnel. Institutions such as the University of Virginia and the scientific schools at other universities in the late 1800s were started for similar reasons. The same can be said for junior and community colleges.

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(4)Vocational education has always had to justify its existence by producing products needed by society.

All of the institutions that started out with a "vocational existence" have had to overcome societal disdain by proving themselves. The more "liberal institutions" seemed to have worth just by being. They actually had to fall into disdain to give birth to vocational endeavors.

(5) Vocational-oriented institutions have received their genesis, nearly without exception, from the disenchantment of society with existing institutions offering a more liberal education.

For example, the mechanics institutes were born because the English universities were not doing their job. The early American universities were not meeting societal needs, so universities of a more practical nature, such as the University of Virginia, were started. Land grant institutions were started to fill a societal need for a more practical education, and community colleges were born, in part, from the same type of need.

(6) All successful education is truly practical education.

Early liberal arts education in medieval Europe was deemed to be practical at the time because it met the current needs of society. The mechanics institutes in England forced the universities to a more practical approach in their endeavors in order to avoid ruin. Many early colleges in the United States were faced with changing their curriculum more in line with societal needs or closing their doors. Early junior colleges were very successful as they met the needs of society at that time for expanding manpower. Finally, community colleges are enjoying their success because they are filling current needs for an expanding pool of practically trained manpower.

(7) As vocational-oriented institutions have received their genesis from the demands of society for more practical education, education has been opened up to a wider variety of individuals.

As universitas particularia were started, higher education became accessible to more medieval students; as the mechanics institutes were started in England, the universities were forced to open up their doors to more people; as colonial colleges began to offer B.S. degrees, more and more people had access to the universities; as the land grant institutions gained strength, more and more individuals gained access to higher education; as junior colleges and community colleges were born, higher education became a truly democratized opportunity.

Regardless of whether they are wanted or not, community colleges are here to stay. They may be occasionally chastised, but they come from good stock and they display characteristics that assure them success.

Despite the many ancestors that have been mentioned, the most definitive, not-too-distant ancestor of community colleges is probably the late 19th-century university in the United States. Two-year colleges were born because universities wanted to rid themselves of the responsibility and trouble of dealing large numbers of individuals coming for the first two years of college work. Two-year colleges were in many respects an unwanted child or a child of necessity. Fortunately, like so many unwanted children, they have come to be loved by many. There are occasional detractors, but for the most part, most people are satisfied.

Regardless of whether they are wanted or not, community colleges are here to stay. They may be occasionally chastised, but they come from good stock and they display characteristics that assure them success. ■

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A New ACCT Public Policy Agenda

The Association Expands Public Policy Beyond Federal Relations

by Linda B. Rosenthal and Vaughn A. Sherman

ACCT has been involved with public policy for the more than two decades of its existence. Until 1991, this involvement was limited mostly to federal legislation affecting community colleges, through advocacy efforts headed by the ACCT Federal Relations Staff, and through cooperation with the American Association of Community Colleges in our ACCT/AACC Joint Commission on Federal Relations.

An exciting new dimension to the Association's public policy agenda was added in Fall 1991 when the authors, other ACCT Board Members, and associate committee members began work on the Public Policy Committee. Under the leadership of then ACCT President Bea Doser, the committee was formed to expand public policy initiatives beyond those associated with federal legislation. The rationale for taking this step was to help identify public issues affecting community colleges that might be broader than those included in federal policy, and to help member colleges in anticipating and responding to them.

Community colleges have done a magnificent job of dealing with great changes in the economic and social fabric of the United States; changes in demographics, in the nature of work and how it is compensated, and in the education needed to meet the challenges of those changes. Our colleges are increasingly recognized as being part of the solution to the nation's problems, but until the appointment of the ACCT Public Policy Committee, our response to the changes was more reactive than proactive, more narrowly focused on those issues that keep us going. President Doser's charge to the committee was designed to foster debate and produce policy statements that would give us a voice in national forums.

This initiative was met with great interest among ACCT members. The year 1991–92 was also the first time committee membership was opened to trustees other than ACCT Board Members, who were offered the opportunity to serve as associate committee members. The Public Policy Committee quickly proved to be the most popular for associate applications, and the roster on the committee promptly filled to capacity with eight associates. With a similar number of ACCT Board Members, the Public Policy Committee came together as one of the most energetic, dynamic, hard-working ACCT committees in recent memory. Although there were only three full committee meetings during the year, a great deal of work was done at home, by telephone, and through the mail, so that more was accomplished in 1991–92 than most thought possible.

A heightened awareness of the need for ethical behavior at all levels made it appropriate to form a sub-committee on ethics, which was charged with developing a draft ethics statement for the ACCT Board itself and a model for member colleges. The sub-committee responded quickly to that charge, contributing two draft statements, which were first considered at the 1992 ACCT Summer Board Meeting and then approved as ACCT policy during the Board Meeting at the Anaheim Convention: the ACCT Board of Directors' Code of Ethics and the Model Code of Ethics and Statement of Values for College Boards.

Meanwhile, the remainder of the committee worked in identifying a large number of issues that might be suitable for ACCT policy statements. Two were adopted by the ACCT Board at the October 1992 meeting: one on AIDS and other Communicable Diseases and the other on Global Education. Four others were taken under first consideration at that time: Gender Equity, Trustee Responsibilities, Core Curriculum, and Transfer Policy.

This work represents only a fraction of the efforts undertaken during the first year of work by the committee. Other issues considered by the committee and deferred for further work or revision included:

- Community College Financing
- Community Service
- Economic Development
- Education in Prisons
- Multicultural Education
- Higher Education—The Community College as a Community Catalyst
- Leadership Development
- Accreditation
- Teacher Training
- The Successful Student
- Literacy/Adult Basic Ed

The election of a new president and board members in October 1992 brought

Linda B. Rosenthal chairs the ACCT Public Policy Committee. Vaughn A. Sherman chaired the committee in 1991–92 and currently serves as ACCT President.

changes to the Public Policy Committee, with a new chair, new board members, and some new associate committee members. In addition to the uncompleted topics, a number of new ones were added and assigned: Adult Education, Economic Boycott, Tech Prep, Continuous Improvement through Annual Program Review, Finances, Nursing Education, and Total Quality Learning.

At its first meeting in March 1993, the new committee reviewed work of the past year and decided to continue recommendation of the statement on Gender Equity, which was then adopted by the ACCT Board. A common format for the policy statements was developed to assist in writing position papers that would be consistent. This also will be of some help in finding ways to publish the statement that are most useful to the membership.

Committee members brainstormed uses for the statements that might complement advocacy at the local, state, and national level. Workshops, seminars, regional, and state meetings were suggested as places to discuss the positions. It was also suggested that once positions are adopted, they should be shared with other associations to find if agreement might be reached to achieve cooperation and increase the chances for success for advocacy efforts. Over time this could be a significant way of achieving acceptance of ACCT's public policy positions.

Again the committee determined that there would need to be work done at home if the 1993 summer meeting was to be productive, with the hope that several issues would be ready in draft form. The committee is broad based, which should assure some lively discussions on those issues.

It is our belief that influencing public policy is an important dimension for ACCT. Community college trustees come from all walks of life, urban and rural communities, are variously appointed and elected, and thus their diversity will be reflected in the position statements which ultimately will be considered by the ACCT Board.

The committee was formed to expand public policy initiatives beyond those associated with federal legislation. The rationale for taking this step was to help identify public issues affecting community colleges that might be broader than those included in federal policy, and to help member colleges in anticipating and responding to them.

The seriousness with which committee members have taken on this task is obvious, with much accomplished and many trustees busy working on their draft statements. Their dedication should assist ACCT in reaching a higher plateau of future service to our colleagues around the country. ■

CALENDAR

Trustee Education Opportunities
August–October 1993

August

July 30–Aug. 1
ABC Institute on Trusteeship
Albany, NY

12–14
Iowa Association of
Community College Trustees
Fort Dodge, IA

19
New Mexico Council of Independent
Community Colleges
Tucumcari, NM

September

10
Trustees Association of Community
and Technical Colleges of Washington
State—Fall Conference
Seattle-Tacoma, WA

10–12
ABC Fall Conference
Cooperstown, NY

29–Oct. 2
ACCT Annual Convention
Toronto, Ontario

October

28–29
Kansas Association of
Community Colleges Annual
Professional Conference
Wichita, KS

Making An Ethical Statement

BY GEORGE R. BOGGS

If the health of a society can be measured by the ethical behavior of its people, we are in trouble. Perhaps it is our worship of success which has led to a get-ahead-at-all-costs philosophy and the birth of the "Me Generation." News stories about elected officials who have abused the public trust, insider trading scandals in the American security markets, television evangelists who take advantage of their trusting followers, and popular singers who really weren't singing after all have become so common that we are hardly shocked to read them.

The abuses seem to cross all vocations and walks of life. How about athletes who bet on their own games, police officers who mistreat suspects, scientists who misrepresent data, or child care providers who sexually abuse children? Add to that stories about the prevalence of blue- and white-collar crime, shoplifting, dishonest or misleading advertising, cheating on income tax forms, adultery, sexual harassment, and academic plagiarism. Even our heroes are not immune from suspicion. Prominent sports figures, political candidates, civil rights leaders, state legislators, Supreme Court Justices, and even Presidents of the United States have been accused of unethical conduct.

We, in academia, are also not beyond reproach. Stories about misuse of government grants by respected universities and unethical behavior in college athletic programs have been well publicized. We are finally becoming more aware of the potential for, and perhaps past problems with, sexual harassment both in the classroom and on the job. Whenever college presidents are forced to step down from their positions, stories of unethical conduct on the part of the president or the board or both often surface.

To be sure, these stories sell newspapers. They capture the attention of readers and usually elicit an indignant reaction or a feeling of disgust. They give us something to talk about that is sure to interest other people. However, the stories diminish us all. They lead people to distrust all politicians, to suspect all leaders, and to lose faith in our institutions. We begin to believe in conspiracy when coincidence may be the truth.

Restoring public confidence can only occur if we begin to make ethical behavior a value taught and practiced in our families, our schools, our colleges and universities, our businesses, our places of worship, and our organizations. The nation's community, technical, and junior colleges can take the lead in defining a higher level of ethical standards for our country.

The Accrediting Commission for Community and Junior Colleges of the Western Association of Schools and Colleges began in 1990 to require college district governing boards to have a statement of ethical conduct for their members. The accreditation standards state that colleges will be evaluated based on the stated policies and actions of the board. The board must act as a whole; no member or committee acts in place of the board. Board policy must preclude participation of any of its mem-

George R. Boggs is superintendent/president of Palomar College in San Marcos, California. This article is an adaptation of an opinion editorial that appeared in the local newspaper on August 11, 1991.

bers or any member of the staff in actions involving possible conflict of interest. Moreover, boards are required to have processes by which their own performance can be assessed.

Board codes of ethics should also clearly state a commitment to serve the educational needs of the citizens of the district served by the college. It is always a good idea to reinforce our primary responsibility of providing learning opportunities to all of our students. Board members should also pledge to work with their fellow board members in a spirit of harmony and cooperation in spite of differences of opinion that may arise during vigorous debates of points at issue. Effective boards insure an atmosphere in which all issues can be presented fairly while protecting the dignity of all individuals involved. Board members should know the difference between policy and administration, and they should hold their chief executive officer accountable for the operation of the college, for the evaluation of policies and procedures, and for the fiscal stability of the college district. Privileged information must, of course, be held in confidence.

In 1992, the ACCT Board of Directors developed and adopted its own code of ethics, while recommending that each community college or district board adopt a code of ethics that is appropriate to its institution. ACCT maintains a file of sample codes from several institutions, which is available upon request.

In 1991, the American Association of Community and Junior Colleges adopted a code of ethics for community, technical, and junior college presidents. The code was developed by the AACJC Presidents Academy under the leadership of Dan Moriarty, president of Portland Community College. The preamble points out that the presidents of community, technical, and junior colleges set the moral tone for their institutions through both their personal conduct and their institutional leadership. The code defines values important for presidents, and outlines responsibilities that presidents have to board members, administration, faculty, staff, students, other college presidents, other educational institutions, businesses, civic groups, and the community at large.

Restoring public confidence can only occur if we begin to make ethical behavior a value taught and practiced in our families, our schools, our colleges and universities, our businesses, our places of worship, and our organizations. The nation's community, technical, and junior colleges can take the lead in defining a higher level of ethical standards for our country.

Codes of ethics for college presidents, administrators, faculty, and staff should emphasize a commitment to honesty and equity. Everyone should pledge to exercise judgments that are fair, dispassionate, consistent, and equitable. Our colleges are human resource intensive businesses. We are only as good as our administrators, faculty, and staff are. They need to exhibit openness and reliability in all they say and do. They must confront issues and people without prejudice. The college community must ensure that students are respected as individual learners and protected from disparagement, embarrassment, or capricious judgment.

Within the last two years, the board members, faculty members, and administrators at our college have developed statements of ethics. The development of statements provided our institution an opportunity to review our values and principles. It is an exercise I can recommend to other colleges, institutions, and businesses. Board members at our college keep laminated copies of both the college mission statement and their ethics statement in their board agenda binders.

Community, technical, and junior colleges are in a unique position to go beyond the development and approval of codes of ethics. Not only can boards and college personnel set an example of ethical behavior for our communities and for students, but we can also reinforce ethical decision-making in the classrooms. It is a subject which cuts across the curriculum, and students can be engaged in dialogues about ethics in nearly every class. Those discussions can focus both on ethical principles for students and on the importance of ethics in the development of the discipline being studied. Students and faculty members can talk about the place of ethics in our professions or our work, our everyday lives, and our social responsibility as citizens in a representative democracy.

Of course, ethics statements and teaching about ethics do not guarantee ethical behavior. Most people accused of ethical indiscretions will not admit that they purposely set out to be unethical. The line between good and bad behavior is sometimes not distinct. How, then, do we make the "right" decisions, and how can we guide classroom discussions on ethics?

Ken Blanchard and Norman Vincent Peale in their book, *The Power of Ethical Management*, give us a three-question checklist for ethical behavior. First, is it legal (will I violate either civil law or company policy)? Second, is it balanced

(is it fair to all concerned in the short term as well as the long term; does it promote win-win relationships)? Third, how will it make me feel about myself (will it make me proud; would I feel good if my decision were published in the newspaper or featured on the ten o' clock news; would I feel good if my family knew about it)?

Community, technical, and junior colleges and their boards, presidents, faculty, administrators, and staff can take the lead in promoting ethical behavior. The health of our society may depend on it.

Herbert Taylor has provided us with another test for ethical decision making. Taylor was in line for the presidency of the Chicago-based Jewel Tea Company when he was asked to join the Club Aluminum Products Company to save it from bankruptcy. The challenge of rescuing the troubled company was too appealing for him to turn down. He left his secure position at the tea company to take the presidency of the aluminum products company in 1932— the height of the Great Depression.

Taylor believed that he could revive the company only if he had the full commitment of his employees and only if their decisions and behavior were beyond reproach. He developed a four-question test for ethical behavior which personnel were asked to memorize and which became the standard for every aspect of the company's business.

Taylor credited his test with the gradual turnaround and success of the company. In 1943, Rotary International adopted Taylor's Four-Way Test, and it has since been translated into more than 100 different languages. The test is a simple one, asking only four questions. First, is it the truth? Second, is it fair to all concerned? Third, will it build good will and better friendships? Fourth, will it be beneficial to all concerned?

There is also, of course, the one-statement test of ethical behavior known to most of us as the Golden Rule. "Do unto others as you would have them do unto you." It is a useful test which, as simple as it is, can be applied to most relationships.

In the end, our behavior is measured against the commonly accepted rules of conduct for our society or the organizations of which we are part. In particular, taking advantage of a position of responsibility or trust for personal gain at the expense of others is judged as unethical behavior and, most often, is the target of the press.

I would like to believe that Taylor was right in his belief that the businesses, institutions, organizations, and individuals guided by ethical principles will be the successful ones. That message needs to be taught in our classrooms. It should be discussed in our meetings and at home at the dinner table. Community, technical, and junior colleges and their boards, presidents, faculty, administrators, and staff can take the lead in promoting ethical behavior. The health of our society may depend on it. ■

Topic Suggestions Needed for *ACCT Trustee Quarterly*

ACCT needs your help in identifying topics to be covered in future issues of the *Trustee Quarterly*. In the *Quarterly*, trustees find feature articles and shorter "departments" on all major areas of trustee responsibility. The focus is on the board's role in policy development and strategic planning, the policy-setting implications of issues, and current trends affecting community colleges.

If there are topics which you feel should be covered in future issues, please contact Sally Hutchins, Editor, ACCT *Trustee Quarterly*, 1740 "N" Street, NW, Washington, DC 20036, (202) 775-4667.

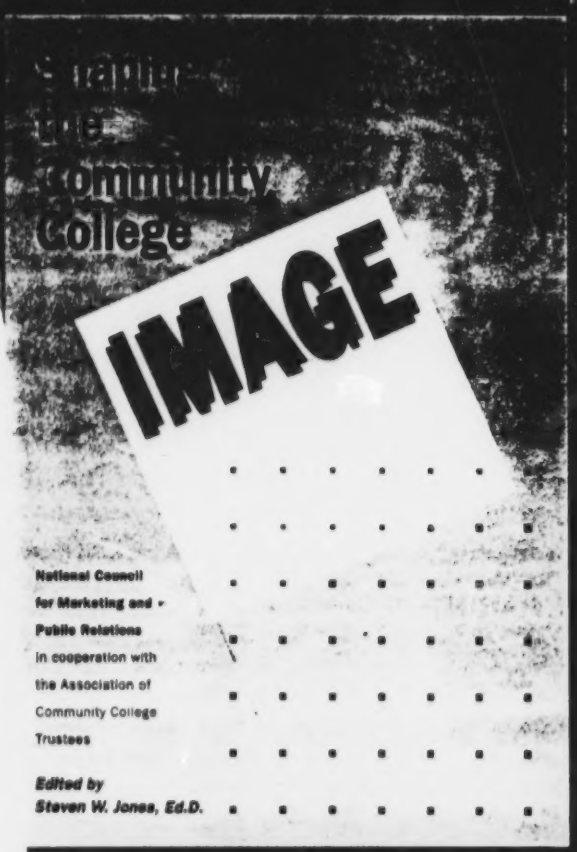
Guidelines for Authors *ACCT Trustee Quarterly*

Articles should focus on the interests of the audience, which primarily consists of lay governing board members of community, technical, and junior colleges.

Articles should address various areas of trustee responsibility, stressing the board's role in policy development, the policy-setting implications of issues, and questions to ask staff. Articles can also provide the latest information trustees will find useful, such as trends which will impact community colleges.

Authors are encouraged to contact the editor with story ideas before submitting a manuscript.

A Major New Release!


Community College
IMAGE
National Council for Marketing and Public Relations
in cooperation with the Association of Community College Trustees
Edited by
Steven W. Jones, Ed.D.

America's community, junior, and technical colleges have come of age.

Today, with half of all students enrolled in public colleges attending two-year community colleges, this uniquely American institution is ready to shed its "junior" college label and become a full partner in the nation's higher education scene. Community colleges continue to be the best start for minority students, women, and "first-time" college students.

In this book, published by the National Council for Marketing and Public Relations, in cooperation with ACCT, community college CEOs, trustees, and public relations professionals talk candidly about improving the image and vitality of community colleges. They share practical ideas for molding them into institutions poised to successfully challenge the needs of America's college students and workforce in this decade of social change.

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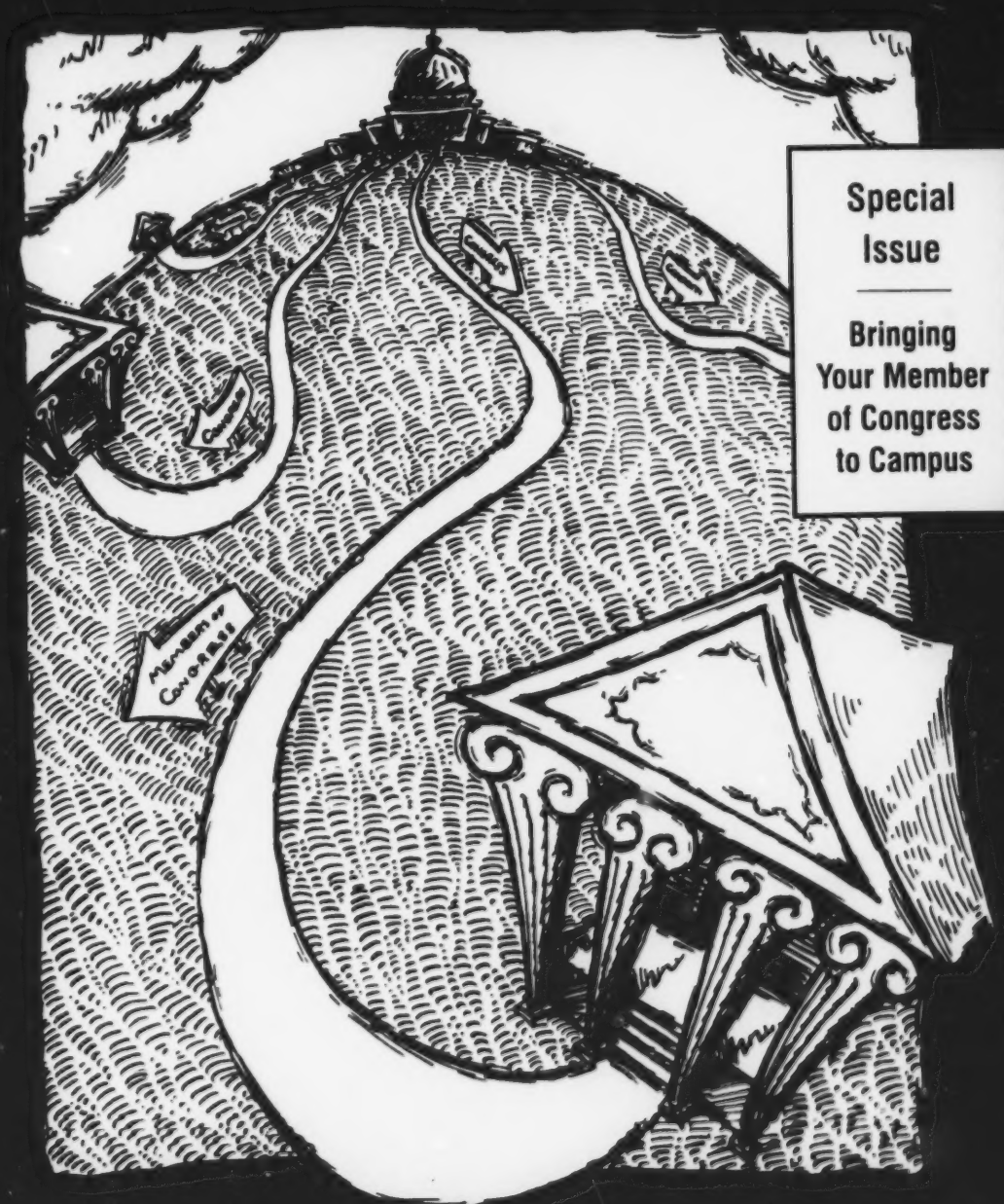

Special Issue

Bringing Your Member of Congress to Campus

ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES

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don't miss the

ACCT National Legislative Seminar

FEBRUARY 27–MARCH 1, 1994
JW MARRIOTT HOTEL
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You can help shape the answers to these questions:

- How will this odyssey to "reinvent government" at the federal level affect the policy decisions made by state and local community college governing boards?
- What budget priority will the Administration and Congress assign to education and job training programs?
- What new assessment standards will be mandated for higher education?
- Will the five-year freeze on federal spending diminish funding in 1994 for grants and other student aid programs that serve nearly two million community college students?
- Will health care legislation mean additional cost burdens on colleges?

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The TRUSTEE QUARTERLY (ISSN 0271-9746) is published four times per year as a membership service of the Association of Community College Trustees (ACCT). ACCT is a non-profit educational organization of governing boards of public and private community, technical, and junior colleges. Membership also is open to state coordinating boards, advisory boards, and state associations. The purpose of ACCT is to strengthen the capacity of community, technical, and junior colleges to realize their missions on behalf of their communities through the development of effective lay governing board leadership and advocacy at local, state, and national levels. Important activities of the association are trustee education, assistance to boards of trustees in developing and affecting public policy, local board service, promotion of the role of community colleges, and education leadership.

Opinions expressed are those of the authors and not necessarily those of ACCT.

Non-members may subscribe to the TRUSTEE QUARTERLY for $30.00 a year. Third-class postage paid at Washington, DC.

Director of Communications: Sally Hutchins
President: Ray Taylor

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1740 "N" Street, NW
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FALL 1993

TRUSTEE QUARTERLY

SPECIAL ISSUE

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If community colleges are to play an important role in a new federal higher education agenda, it is imperative that Members of Congress are familiar with the capabilities and the needs of the community colleges in their districts. One of the best ways to accomplish this, is to invite your Member of Congress to visit your campus.

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The Important Role of Trustees in Federal Advocacy

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BY
DAVID L. MATHIS

Trustees can play a special role in communicating with their legislators because elected officials see trustees as individuals who are giving their time, their energy, their effort and not being paid. The presidents are seen as paid to do the job when they go to Washington, or in our case Albany.

When we give up our time to go to Washington, Members of Congress see us as individuals who have taken the time and effort and have the interest to really focus on the issues that are important to us. Trustees have more weight because of the fact that we are not paid.

Legislators also see us as the true representatives of our communities. We are the kind of grassroots representation that this country is based on. In many cases because we cover geographic areas that overlap, our Members of Congress can readily identify the kinds of problems we are having and they are willing to sit down and talk with us.

The bottom line is that trustees are seen as the individuals who represent the community.

ACCT counts on individual trustees to communicate the top community college priorities to Congress.

In communicating with Members of Congress, it is important for trustees to develop a relationship in their home districts. Trustees should visit their members in their home offices and invite them to visit the campus, to see what we are doing; to make our priorities real for them.

This special issue of the *Trustee Quarterly* focuses on the first steps in establishing this relationship, bringing your Member of Congress to campus. In the following pages you will find ideas, strategies, and examples of the benefits of a campus visit. You will also find the top priorities we will all be focusing on for the second session of the 103rd Congress.

To determine our priorities, we have a new process. Early in the legislative session, we send a communication to our member trustees requesting items or issues that they feel are important. The issues come back, we analyze them, we discuss them, and if they are pertinent issues to take forward, they become something our Federal Relations Committee analyzes and then we take them to the ACCT Board for approval.

It is a grassroots process that starts from the bottom up, not from the top down. We don't say to our members, "These are the priority issues, now you support them."

We say, "You tell us what the issues are, and we will analyze them, adopt them, and then make them part of our agenda."

This is a process that has been in place for a couple of years and it is a very exciting process. It has opened up another opportunity for our members to take ownership of the process; to make whatever our legislative agenda is in Washington very important.

This process also makes ACCT more "user-friendly," more touchable. It means that any trustee who is a member of our association can send us his or her concerns and we will review them. There are not many organizations that allow their membership to have that kind of access to decision making.

This association has been made better because of our openness. This pro-

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cess is as democratic as you can get.

This is also a kind of process that can be mirrored on the state and local level. State associations and groups of trustees can duplicate this process in order to get legislative action for their own states.

After we develop our priorities, we take them to the ACCT/AACC Joint Commission on Federal Relations, so that community colleges can speak with a unified voice. The two associations develop their priorities separately, but when we come together we are rarely far apart. There is a mechanism to handle priorities that are different, and each would support the other's position.

Legislators also see us as the true representatives of our communities. We are the kind of grassroots representation that this country is based on. In many cases because we cover geographic areas that overlap, our Members of Congress can readily identify the kinds of problems we are having and they are willing to sit down and talk with us.

What's exciting is that you take what I consider the two most dynamic national forces in the community college movement, ACCT and the American Association of Community Colleges (AACC), and we come together. When people talk about partnership, working together, trying to find ways to share common agendas, to survive in tight economic times, to keep egos to a minimum, and not to get in each other's way, we are a good example of how it can work. I think that in the years that I have been involved with ACCT, AACC has been more and more our friend, and we have been very supportive of them.

This cooperation shows me that there are ways that associations can work together and that groups can work together at the local level. The board of trustees can work with the students' group, the faculty, the union—whatever it takes to work toward our common goal.

Then come to Washington for ACCT's National Legislative Seminar, February 27–March 1, 1994, where we really get to work. This is our opportunity to show Congress and the Administration what the community college movement is truly all about.

When they see all the trustees together—all ages, all races, different sexes, different backgrounds—as different as community colleges are themselves, there is something very exciting about that scene, because we are all united in the belief that the community college movement is the most dynamic movement in higher education and it has the most potential to turn this country around.

David Mathis is chair of the ACCT Federal Relations Committee, vice-chair of the ACCT/AACC Joint Commission on Federal Relations, and a trustee of Mohawk Valley Community College, New York.

You won't hear any trustees assembled for the ACCT National Legislative Seminar saying, "Can we really do this?" We believe in the possibilities that community colleges hold for the future, and we will convince our Members of Congress of these possibilities.

Please join us in this effort, we need you!

FEATURE

How to Tell the Community College Story to Your Member of Congress

by Bruce F. Freed

Community colleges face an impending challenge as the Clinton Administration and Congress move to establish a new higher education agenda that could impede the colleges' ability to carry out their missions.

The issue is money. The problem is how to meet the nation's higher education needs with shrinking federal dollars. The result could be a new emphasis on cost-effectiveness, accountability, and outcomes that would have a major impact on whom community colleges serve and how they operate.

With significant changes imminent, community college trustees and presidents need to make sure that they are involved in setting the new higher education agenda. Moreover, they need to be in a position to assure that community colleges will be able to meet the needs of their communities.

This makes it even more imperative than in the past that community colleges tell their story to Members of Congress. The most effective way to do this is to develop a relationship with your Representatives and Senators and bring them onto your campuses.

Community college trustees can play a key role in this effort. Here are several steps that can help:

◆ Recognize that you are your college's most effective advocate. Your responsibility as a trustee is to build support for your college and tell its story to the world beyond the campus. As a leader in the community, you are the appropriate person to extend the invitation to visit the campus to your Members of Congress.

◆ Remember that an effective government relations program requires the strategic collaboration of the trustees and president. Your relationship is both separate and complementary.

◆ As a trustee, you have been elected or appointed to serve as a representative of the community to the college. On campus, your role is to help set the direction and goals for the college and to oversee the institution's budget and how it is spent. Your role also is to empower the president to lead the college and carry out the goals that your board has set.

Off campus, one of your roles is to serve as a representative for the college. Because you are a community leader, you are uniquely positioned to communicate on a peer basis with elected officials. Your president will help you. He or she has the information that you will need to communicate positions on issues that will support the direction and goals that your board has set. The president also has the staff and "tools" that will help you communicate with

Bruce F. Freed is president of Integrated Strategies, a Washington, DC, consulting firm in strategic government and public affairs. Previously, he held senior staff positions in Congress for a decade and was a Washington journalist. Freed has written and spoken extensively on issues strategy, Congress, and politics.

Members of Congress.

◆ Put in the time to develop a close relationship with your Representative. Representatives from adjoining districts, and your Senators. The best way to start is by making an appointment to meet with them when they are back in the district or the state during the Congressional recess. This paves the way for the invitation from you and your college's president to visit the campus.

◆ Work closely with your president on the campus visit. Only by working together as a team can a successful visit be planned and hosted.

◆ Think through the purpose of the visit and the points to make. You need to assure that both you and your president know what results you want from the visit and from the relationship with the member.

Are you looking for a specific result from the visit? Are you seeking the member's support for an increase in federal student financial aid? Do you want your Representative or your Senator's help in getting a federal grant for a new building or a new program?

Or do you want to acquaint the member with the college and how it meets the community's needs? Do you want your Representative or your Senator to hear how financial aid makes it possible for disadvantaged students to go on to college? Do you want him to see how your college is working with local businessmen to provide specialized training to their employees? Do you want her to see how divorced older women are getting new skills at your college to enter the workforce?

◆ Use the visit to strengthen the role of your president; you and your fellow trustees need to find opportunities to put forward your president as the college's leader. This will make it much easier for your president to work for you with your Representative and your Senators.

◆ Be patient and flexible as you help make arrangements with your Representative and Senators. Their schedules often change quickly and may require the rescheduling of their visit. In addition, you may find that you have less time with them than you expect. Remember that your goal is to establish a relationship and getting them onto the campus is an important step.

Sen. Carol Moseley Braun (D-IL) tours the campus of Illinois Central College with its president, Thomas K. Thomas.

Photo courtesy Illinois Central College

◆ Make sure that you and your president focus on the member's special interests and concerns when planning the campus visit. The purpose of the visit is to show your Representative and Senators what the college does and what its needs are. Capturing their interest is the way to build a long-lasting relationship.

◆ Pay special attention to the events scheduled for the visit. Your president will want to make sure that a variety of activities are planned. These could include:

- Touring the campus is a good way to introduce the member to your college and student body. The tour should be repeated annually to show changes in the college to your member.
- Meetings with students and faculty would help members get anecdotes about the importance of financial aid and the community college's programs. It can also give members an understanding of the college's needs and problems.
- Awarding an honorary degree to the member.
- Inviting the member to deliver a speech or teach a class.
- Arranging a town meeting or other events that provide the member with a forum to reach constituents.
- Inviting the member to social events such as the annual holiday party or theatrical performances put on by the college.

◆ Have on hand a one-pager on the college. Ask your president to prepare a one-page fact sheet on the school, the student body, its programs, and its contribution to the community. The fact sheet should also include the number of students and college employees in the member's district and adjoining

County College of Morris President Edward Yaw (left), and college trustee Willard Hedden (right), welcome Sen. Bill Bradley (D-NJ) to the campus.

Photo courtesy County College of Morris

Sen. Simon Speaks at Heartland's First Commencement

U.S. Senator Paul Simon (D-IL) was the featured speaker at Heartland Community College's first commencement ceremony May 15, 1993. During his 14 years in the Illinois Legislature, Simon played a leading role in development of the state's community college system. More recently, he was the key Senator to bring federal financial aid eligibility to Heartland Community College last fall.

Students received some advice from the Senator; who suggested the graduates measure their success by what they give during the years ahead rather than how much they gain.

"Happiness is not an addition process. It is a subtraction process. What you will find gives you the most satisfaction is what you give," Simon said, encouraging the graduates to "reach out across the borders of race and religion."

The graduates were reminded by Simon that they had "been given a great tool of education" and he urged them to "use that tool wisely to see that it helps others."

Visiting with Sen. Paul Simon at Heartland Community College's commencement are (center) Jonathan Astroth, college president, and Fred Peterson, dean of student services.

Photos courtesy Heartland Community College

Congressional districts.

All of this information will be invaluable for helping members get to know the college. It's also a good piece to give them when they come to the campus. The one-page fact sheet would supplement promotional brochures and other materials used by the college.

- Provide a one-page summary of the federal funds received by your college. Point out the significance these funds have in helping your college provide access to and quality programs for students. (A sample form is provided near the end of this issue.) If federal funds helped secure equipment for a program, be sure to point this out during the campus tour.
- Provide a one-page summary of the local business and industry training partnerships/employee educational assistance programs provided by your college. (A sample form is provided near the end of this issue.)
- Don't always talk school business with the member. The key to building a comfortable relationship is knowing when to ask for help for the institution and when to spend time getting to know your Member of Congress and discussing other issues of mutual interest.
- Follow up with your Representative and Senators after their visits. Coordinate this with your president. The initial visit is just the first step. You need to contact them after their visits and find out their impressions. You also need to find out how your college can be of help to them. Your goal should be to develop a deepening relationship between your Member of Congress and the college.
- Stay on top of the issues. You will need to be thoroughly grounded in the federal issues affecting community colleges in general and yours in particular. ACCT's regular newsletter, the *Advisor*, provides federal legislative updates. Your president can help provide information to you on the local affect of federal proposals.

Being knowledgeable is critical since your Members of Congress will look to you for guidance on community college issues and the specific needs of your college. This will give you credibility when you speak with them.

- Be an active player in ACCT's Legislative Hotline Network. This will help you stay abreast of the issues and how they affect your community college. To become an active ACCT Hotline Network member, fill out the network participant form included in this issue and mail it to ACCT.
- Be bipartisan. Make it a point to get to know both Democratic and Republican elected officials. Your goal should be to help your members, regardless of their party, understand the mission and needs of your college and the contributions it makes to the community. This is critical for getting their ongoing support and help.
- Get to know the top staff of your Representatives and

Senators. This is critical for you and your president. Senior aides can be very helpful. In many cases, you and the president will have more frequent contact with them than with members. They can get your views and requests for help through to members when you can't reach them directly.

They can also expedite your requests for help and handle routine matters. In the end, the relationship with the Member of Congress is most important. But the relationship with the staff is a close runner-up.

• Invite your Representative's and your Senators' top staff to visit your community college. Make sure your president does this. Special attention given to staff can deepen the relationship between your college and the member's office. Staff members need to see your campus, meet your students, and hear the same anecdotes their bosses have heard. Also make sure they are included at your annual holiday party and at college cultural and theatrical programs.

Sen. Dole Speaks to Butler County Community College's Largest Graduating Class

Kansas' senior U.S. Senator told Butler County Community College graduates on May 15, 1993, "Educational accomplishments aren't the only things you should be thankful for. By any standard in the world, people would literally give their right arm to be Americans, to come to America, to be here today."

As keynote speaker for the 66th Commencement exercise, Sen. Bob Dole (R-KS) addressed an overflow audience and the 677-member graduating class (the largest in the school's history).

Said Dole, "With all the imperfections we have—and there are some—per capita we have by far more opportunities for more people in American than any other country in the world. People who live anyplace in the world can come to America and they can become Americans. That's our heritage and that's our challenge."

Dole said he sometimes thinks Americans don't appreciate the liberties and freedoms they have "because we've always sort of had them." The bottom line, he added, is that "you have great opportunities and that whatever careers and professions you pursue there are opportunities in America as in no other place in the world."

He noted the Kansas state motto—"To the stars through difficulty"—explaining that America's history was written by people "who did just that—reached for the stars after facing early defeat or after they were told it couldn't be done." Dole concluded his remarks by noting the importance of American ingenuity and stressed "wherever you go in life I hope you remember the diploma you receive here today or the ones you earn later do not mean your education is complete. Those who succeed in life are those who never stop learning, who never stop listening, who never stop observing, who never stop reading and trying to better themselves."

Sen. Bob Dole (R-KS) presents Jan Jack, a long-time friend and Butler County Community College graduate, her diploma during Butler County's 66th commencement ceremonies last May. Sen. Dole served as the keynote speaker for the commencement.

Sen. Dole joins Butler County Community College board members following the college's 66th Commencement. Pictured are (from left): Charles "Bud" Calvert, John Grange, Sen. Dole, Garland P. Ferrell III, Burt Boulus, and Brian Warren. Not pictured are Robert Burch and Gayle Krause.

Photos courtesy Butler County Community College

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Edmonds Community College was pleased to welcome Rep. Maria Cantwell (D-WA) at the college's first ever Homecoming celebration.

Photo courtesy Edmonds Community College

◆ Stay in touch with your Representative and Senators on a regular basis. This is a must for you and your president. Relationships are like investments; they take time to mature. Be aggressive in contacting your Members of Congress.

◆ Visit your members when you are in Washington. You can do this during the annual ACCT National Legislative Seminar (held in late February or early March of each year) and on other trips to Washington. This is critical for reinforcing your relationship and the college's connection with your members.

◆ Use your political relationships on behalf of your college. This should be done in close coordination with your president. You can open doors and develop support for your institution. In addition, you can supplement the work of your institution's president and staff.

Representatives and Senators will be responsive to you because of your position in the community. You should use this responsiveness to help your college and your community.

Community colleges are a success story in American higher education. As our nation's economy and society go through wrenching change, your colleges will provide students of all ages with access to low cost, high quality education and training. It's up to you to make sure that your Members of Congress recognize this.

The Strategy Works:

Rep. David Price, Wake Technical Community College, and H.R. 2936

by Bruce E Freed

Training today's students and workers for tomorrow's workplace has been a priority for Democratic Rep. David Price since he was first elected in 1987.

Last year, his efforts bore fruit as Congress enacted his Scientific and Advanced Technology Act (H.R. 2936). The ideas on which his legislation was based were shaped during visits to Wake Technical Community College in Raleigh, North Carolina. Wake Tech is located in Rep. Price's Congressional district.

"At various times in developing the bill, I visited Wake Tech," Rep. Price said. "I attended classes in computerized drafting and in robotics. I sat in on various medical technology training classes. I spoke with students and teachers.

"All of these were very helpful in giving me a concrete sense of what was already being done and what needed to be done in my legislation," he said.

Specifically aimed at community colleges, the Price bill establishes three grant programs under the National Science Foundation to promote math, science, and advanced technology training for students who need a couple of years of training beyond high school. Beyond creating new programs, the legislation gives community colleges a much higher profile in NSF.

Rep. Price and Sen. Barbara Mikulski

Continued on page 10

Rep. David E. Price (left) talks with several Wake Technical Community College trustees at the college's Thirtieth Annual Commencement Exercises August 20. Pictured left to right are Rep. Price, Wake Tech Board Chair James P. Swindell, Vice Chair Laurence E. Allen, Sr., and Member Barbara T. Flood.

Rep. David E. Price (center) talks with Wake Technical Community College President Bruce I. Howell (left) and Wake Tech Board Chair James P. Swindell (right) prior to the college's Thirtieth Annual Commencement Exercises, August 20, 1993. Congressman Price delivered the commencement address.

Photos courtesy Wake Technical Community College

U.S. Congressman David E. Price delivered the commencement address at Wake Technical Community College on August 30, 1993. He reflected on the mission of Wake Tech, on the kind of education and training students receive, and its relation to the state and nation's economic future. "The economic problems and policies we are debating...have everything to do with your individual prospects in the job market," he told graduates. "It is important to strengthen our efforts in advanced technical training, the level of training you have received at Wake Tech and that is required for most of the good, new jobs coming on line." He concluded by wishing the graduates "good fortune as you take your skills, industry and determination into the workplace. I wish for you the satisfaction of productive work, work that utilizes your full potential."

Continued from page 9

(D-MD) received ACCT's 1993 National Education Service Award for their work in passing H.R. 2936 and opening more NSF grant opportunities to community colleges.

Why does Rep. Price pay so much attention to community colleges? "Every time you raise questions about the workplace of tomorrow," he said, "you come back to those critical two years of training beyond high school. The community colleges are the critical link in the system. They provide the training and they must not be forgotten."

Rep. Price commented on the need for ongoing training in today's changing workplace in his commencement address at Wake Tech in August. "As you leave Wake Tech, you will probably find that your relationship to the community changes," he told the graduates. "You are now armed with greater skills and confidence and can claim more responsible positions. This is not to say you have totally 'arrived.' None of us can ever say that, particularly when we realize how fast the workplace and our economy are changing nowadays..."

Being invited as Wake Tech's commencement speaker was "a high point for me," Rep. Price said. It was also a fitting tribute to his legislative efforts to make community colleges the critical link in the nation's training programs.

Working With Your Member of Congress: The Illinois Central College Experience

by Bruce F. Freed

Last April, the president and board chair of Illinois Central College brought a special guest to the American Association of Community Colleges' annual meeting.

The guest was Ray LaHood, chief of staff to the college's U.S. Representative, House Minority Leader Bob Michel (R-IL). Tom Thomas, president of Illinois Central, and Doug Stewart, a Peoria banker and board chair, had spent the past five years building close ties with Rep. Michel and his top deputy.

Rep. Bob Michel (R-IL) talks with a student during a visit to the campus of Illinois Central College.

Photo courtesy Illinois Central College

As Thomas explained, LaHood was invited to the AACC meeting in Portland, Oregon, to learn about the mission of community colleges from a national perspective. Stewart and Thomas also wanted him to share with their fellow trustees and presidents his insights into how they should go about working with their elected officials in Washington.

Stewart and Thomas began working together from the time Thomas was hired five years ago. Both understood the importance of developing close bonds with their state legislators and Members of Congress. They also recognized that a joint president-trustee effort was the way to succeed.

Why the joint approach? "College presidents are seen as employees," Thomas answered. "Board members can have a greater political impact because they're elected and are respected members of the community."

According to Stewart, a strong relationship between Illinois Central and Rep. Michel has become increasingly important as federal money plays a greater role in the college's activities. "We're trying to rely more on federal grants than we have in the past," he said.

Last year, the college received a $2 million Title III grant to provide support services to the institution's minority students. The grant was awarded on a competitive basis. However, Stewart said, Rep. Michel helped the school by "bringing us together with the right people at the Department of Education."

Thomas recognizes how helpful trustees can be. "Doug Stewart appreciates the importance of politics in getting grants," he said. "Doug will write the letters and contact people to help get the grants."

Stewart and Thomas have invested a great deal of time in developing the relationship with their Representative and his chief of staff. Rep. Michel visits the school at least twice a year. "We want him to keep abreast of changes at our college," Stewart said.

Thomas added, "We make it a point to let Bob Michel and Ray LaHood know what we're doing. That way, when we do ask for something they know why we're asking and how it will help us. Also, it helps them understand how a piece of legislation may affect us.

LaHood is invited to Illinois Central at least every other month. It may be for a social event, a play at the college's performing arts center, or other activities. "We had him inspect seed corn plots the college maintains on its campus for ag companies and talk with area farmers about the corn," Stewart said. "We want to educate him on what we're doing and also give him an opportunity to get to know constituents."

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What to Include in the Campus Visit: Issues Important to Community Colleges

by Melanie Jackson
ACCT Director of Federal Relations

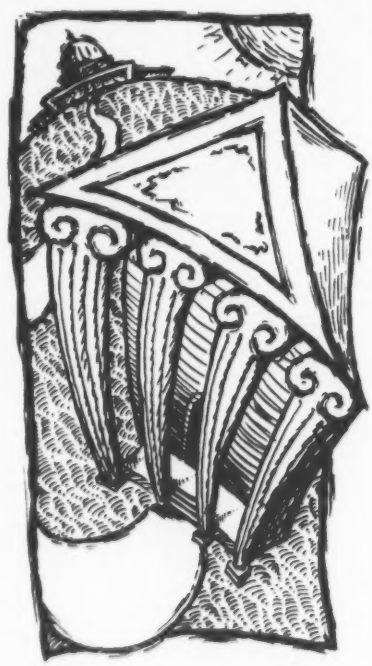
Looking ahead toward the second session of the 103rd Congress, which will get underway in early January, ACCT Federal Relations Staff project the areas of top concern in 1994 to be: (1) comprehensive worker adjustment legislation, (2) funding for student aid programs and institutional grants, and (3) new proposed reforms in federal programs that apply outcomes or performance indicators to institutional eligibility.

By incorporating in the Member of Congress's campus tour a briefing on these issues and how they may affect your institution, you and your college will play a major role in helping move the national community college agenda forward next year.

Additionally, when you come to Washington, February 27–March 1, to attend the ACCT National Legislative Seminar, your office visit with your Member of Congress will be enhanced. Your Representative or Senator will have an increased awareness of the significant mission of your college and the community it serves, and an increased awareness of the larger role that the nation's community colleges fill in providing access to higher education opportunities for all individuals who seek to expand their skills and knowledge. This increased awareness can lead to positive support and votes for the community college positions on legislative issues.

Issue 1— Comprehensive Worker Adjustment Strategy

The Clinton Administration will send to Congress a legislative proposal for a comprehensive worker adjustment strategy that would provide job training and career counseling through one-stop career centers to all dislocated workers (regardless of the cause of dislocation).



Community colleges can play a major role in this strategy. While your Member of Congress is on campus, be sure to describe the current connections the college has with business and industry for training and retraining workers. Local businessmen who have employed individuals who have been trained or retrained by the college might be invited to participate and discuss how the college helps them keep workers highly skilled with specialized training programs. Also, if the college is operating a Job Training Partnership Act program, its success should be highlighted and any specific problem areas in the federal regulations that complicate service delivery should be described. The Member of Congress should be provided with a completed one-page summary form (found on page 16 of this issue) of employee educational assistance training programs.

Issue 2— Funding for Student Aid Programs and Institutional Grants

Intense competition is expected in 1994 (and throughout the 1990s) for the finite number of available federal dollars under the five-year freeze set in 1993. The Administration will seek funding for its "new initiatives," and various constituencies of current programs will be seeking to preserve or increase funding levels.

Community colleges will be asking Congress to fulfill the promise of access to higher education and job training opportunities by maintaining a strong funding commitment to student aid programs including Pell Grants, the Supplemental Educational Opportunity Grants, Work-study programs, and the State Student Incentive Grants (SSIG) program. SSIG has been specifically targeted as obsolete and unneeded by the Administration, and has been recommended for elimination in the proposal

to Re-Invent Government. While on campus, arrangements should be made for your Member of Congress to meet with a group of students who receive aid from these programs. The students should relate to your Senator or Representative the difference this federal aid has made in their lives, and their ability to pursue their educational goals. Also, the college financial aid officer or the business officer should prepare in advance the one-page form (included on page 15 of this issue) that provides the totals of federal student aid dollars (and other federal program dollars) that flow to students and the college from these programs.

Issue 3— New Proposed Reforms in Federal Programs. Outcomes or Performance Indicators

The theme of restructuring, reducing, and streamlining government and eliminating waste and abuse is expected to permeate Congressional debate for the next few years. The Clinton Administration has already indicated intent to follow up the student loan program changes with another wave of reform focused on other federal student aid programs, particularly the Pell Grant program. The Administration has expressed interest in looking at targeting student financial aid at the "neediest" students, rather than the middle and lower-middle class; removing eligibility for student aid for remedial classes and English as a Second Language programs; taking vocational education out of Pell eligibility; and applying various outcomes or performance indicators to institutional eligibility for participation in federal programs. ACCT and AACC Federal Relations staff believe that these proposed "reforms" would disproportionately limit access of community college students to federal student aid programs.

In planning your Member of Congress's visit to campus, it would be helpful to include an overview presentation on the economic and multi-cultural demographics of your student population. If a large number of your students currently participate in remedial programs, this should be noted, and the briefing should include a discussion of the effectiveness of these programs in assisting students to meet their educational or job training goals. The number of students enrolled in vocational programs and the number of programs defined as "vocational" should be presented. Also, included in the tour should be a visit with the campus officer responsible for collecting and reporting statistics. The Member of Congress should be briefed on the current way the college tracks its student outcomes and successes, such as the success rate of transfer students at four-year institutions, pass rates or scoring percentages on state licensure tests, and the number of known successful graduates working in local jobs. Also, the college may want to highlight the problems/difficulties that may be inherent for community colleges if a sole criterion (such as the graduation rate) is designated at the federal level as the "measurable performance standard."

If you have questions about the community college position on these issues or other aspects of the issues, contact the ACCT Federal Relations staff at (202) 775-4667.

By incorporating in the Member of Congress's campus tour a briefing on these issues and how they may affect your institution, you and your college will play a major role in helping move the national community college agenda forward next year.

Join the ACCT Legislative Hotline Network

Trustee-based advocacy is key to getting the community college message heard by the U.S. Congress. No one is more credible or effective in communicating the local campus perspective on federal issues than a trustee, who is a representative of the community served by the college. ACCT needs YOUR help!

We would like to identify at least one (more if possible) trustee from each Congressional district to be an active participant in the ACCT Legislative Hotline Network. If you have close ties with your Congressional delegation and are interested in being contacted as an on-line, active, ready-and-willing-to-participate trustee, or if you are willing to occasionally write a letter or make a phone call to help move a pressing community college priority forward when the community college voice needs to he heard, then you should be a member of the ACCT Legislative Hotline Network!

Network members will receive special mailings with legislative issue updates, and will be provided with sample letters to use when called upon to write their Members of Congress. Network members provide the credibility link to ACCT's advocacy efforts with Congress and the Administration, by conveying the community college message on national priorities from a local campus perspective.

To join the ACCT Legislative Hotline Network, please fill out the form below and mail it to ACCT, 1740 "N" Street, NW, Washington, DC 20036, or FAX to (202) 223-1297. You will be added to the active ACCT Legislative Hotline Network!

ACCT LEGISLATIVE HOTLINE NETWORK PARTICIPATION FORM

Name: _____ Fax # (if available): (____) _____

Address: _____ Business Phone: (____) _____

_____ Home Phone: (____) _____

City: _____ State: _____ Zip: _____

Your Congressional District Number (Your voting district): _____

College: _____

College Address: _____

City: _____ State: _____ Zip: _____

Congressional District Number(s) of College: _____

Congressional Information:

1. Senator's Name: _____ 2. Senator's Name: _____

Representative's Name: _____

How well do you know your Senators? (Please circle one.)

Senator 1: Professionally Personally Socially Long-time Friend New Acquaintance

Senator 2: Professionally Personally Socially Long-time Friend New Acquaintance

How well do you know your Representative? (Please circle one.)

Professionally Personally Socially Long-time Friend New Acquaintance

Have any of your Representatives or Senators ever been on your college campus? ___ Yes ___ No

If yes, who? _____

Have you met with your Representative or Senators? ___ Yes ___ No How frequently? _____

Have you ever attended the ACCT National Legislative Seminar? ___ Yes ___ No

Political Party Affiliation _____ Do you contribute to election campaigns? ___ Yes ___ No

Your comments: _____

_____

CALENDAR

Trustee Education Opportunities
November 1993–February 1994

November

1–2
Association of Texas Community College Trustees and Administrators
Austin, TX

5–6
Oregon Community College Association
Lincoln City, OR

11–12
Missouri Community College Association
Springfield, MO

17–19
Florida Association of Community Colleges
Tampa, FL

18–20
Community College League of California
Burlingame, CA

January

23–25
Trustees Association of Community and Technical Colleges of Washington State—Winter Conference/New Trustee Orientation
Olympia, WA

February

2
Nebraska Community College Association
Lincoln, NE

9–11
ACAATO Annual Conference
Kitchener, Ontario

20–24
American Council on Education Annual Meeting
Washington, DC

27–March 1
ACCT National Legislative Seminar
Washington, DC

Topic Suggestions Needed for *ACCT Trustee Quarterly*

The ACCT Communications Committee needs your help in identifying topics to be covered in future issues of the *Trustee Quarterly*. In the *Quarterly*, trustees find feature articles and shorter "departments" on all major areas of trustee responsibility. The focus is on the board's role in policy development and strategic planning, the policy setting implications of issues, and current trends affecting community colleges.

If there are topics which you feel should be covered in future issues, please contact Sally Hutchins, Editor, ACCT *Trustee Quarterly*, 1740 "N" Street, NW, Washington, DC 20036.

Guidelines for Authors *ACCT Trustee Quarterly*

Articles should focus on the interests of the audience, which primarily consist of lay governing board members of community, technical, and junior colleges

Articles should address various areas of trustee responsibility, stressing the board's role in policy development, the policy-setting implications of issues, and questions to ask staff. Articles can also provide the latest information trustees will find useful, such as trends which will impact community colleges.

Authors are encouraged to contact the editor with story ideas before submitting a manuscript.

Federal Student Financial Aid Summary

Name _____
(Community/Junior/Technical College)

Address _____ _____ _____ _____
(City) (State) (Zip)

Federal Aid Profile: Fall Term 1993

1. Number of Pell Grant recipients _____

2. Pell Grant funds awarded $ _____

Pell Grant Summary: Last 3 Academic Years

	Number of applicants (Awards)	Average grant per student	Total grant $$$ dispersed
AY 1992-93	_____	_____	_____
AY 1991-92	_____	_____	_____
AY 1990-91	_____	_____	_____

3. Number of College Work-Study program workers _____
4. College Work-Study program funds expended $ _____
5. Number of Supplemental Grant (SEOG) recipients _____
6. SEOG funds expended $ _____
7. Number of Stafford Loan (GSL) recipients _____
8. Stafford Loan (GSL) funds expended $ _____
9. Number of State Scholarship awards made with federal State Student Incentive Grant (SSIG) match _____
10. Total State Scholarship funds awarded with SSIG $ _____
11. Perkins Act funds in your current budget $ _____
12. Number of students enrolled on Job Training Partnership Act funds _____
13. Funds the college received in JTPA $ _____

Use this information during your Member of Congress' campus visit, and bring the completed form with you to share with your Members of Congress and their staff during the ACCT National Legislative Seminar, Feb. 27–Mar. 1, 1994.

Employee Educational Assistance/Job Training Survey

College _____

Employer	No. of employees taking classes AY '92–'93	Courses most in demand among these employees (list up to three)	$ cost per semester hour	Fully or partly funded by employer?	% of those students who are taking the course for credit (estimate)	% of the students who are AA or AS degree candidates (estimate)
1.						
2.						
3.						
4.						
5.						
6.						
7.						
8.						

Source of this data (campus officer): _____ (Name) _____ (Title) _____ (phone number)

College address: _____

City: _____ State: _____ Zip: _____

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SPECIAL VIDEO OFFER!

The Association of Community College Trustees is pleased to announce

REINVENTING GOVERNANCE

Enabling a Revolution in Leadership for Community College Boards

A videotape presentation on the revolutionary "Policy Governance" model of community college governance by

John Carver

Adapted from his presentation at the ACCT 24th Annual Convention
Toronto, Ontario, September 30, 1993

This videotape is an introduction to John Carver's revolutionary "Policy Governance" model of board leadership, composed of highlights of his presentation at the ACCT Convention. John Carver's "Policy Governance" model for boards and the board-management partnership redefines what leadership means in the board-room. Review the concepts and principles that reinvent what governance will be through this outstanding videotape. Orient those board members who were unable to attend the ACCT Convention.

This professionally produced VHS videotape, in color with special graphics, will run approximately one hour and will be available December 1, 1993.

Take advantage of this special Pre-Production Offer!

Special Pre-Production Price: ACCT Members – $65.00 plus $5.00 postage and handling
Non-Members – $100.00 plus postage and handling

Please send me _____ copies of Reinventing Governance: Enabling a Revolution in Leadership for Community College Boards by John Carver @ $_____ per videotape = $_____ plus $5.00 postage and handling.

❑ Please bill individual below. ❑ Check enclosed $_____

Invoices will be sent when tapes are shipped. Please include P.O. No. _____

Signature _____ Print Name _____ Date _____

Bill: Mail to (if different)

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Send form to ACCT, 1740 "N" Street, NW, Washington, DC 20036, FAX (202) 223-1297.

Watch for information on a new ACCT Governance Handbook with contributions by John Carver, George Potter, and other experienced trustees.

Association of Community College Trustees
1740 N Street NW
Washington DC 20036

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